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ABSTRACT

This report summarizes the current status of bilingual education programs in the United States. It is the result of a study conducted to develop planning data as well as the data necessary for the design of future studies and evaluations of bilingual efforts. In the first section of Volume 1, the objectives and methodology of the study are described. Section 2 consists mainly of a discussion of study project data and a summary of conclusions. In Section 3, a list of recommendations is presented. This list is organized into five categories: (1) recommendations for future research or study action, (2) recommendations impacting on United States Office of Education national policy, (3) recommendations on the definition of bilingual education terminology, (4) recommendations concerning Title VII project operations, and (5) recommendations to enhance local Title VII project support. Volume 2 of this report is a more detailed version of Volume 1 and includes all supporting data. (Author/PMP)

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A PROCESS EVALUATION
of
THE BILINGUAL EDUCATION PROGRAM, TITLE VII, ELEMENTARY AND SECONDARY EDUCATION ACT

- VOLUME I -

FINDINGS-ANALYSIS-CONCLUSIONS-RECOMMENDATIONS

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U.S. Department of Health, Education and Welfare/Office of Education

A PROCESS EVALUATION OF THE BILINGUAL EDUCATION PROGRAM, TITLE VII, ELEMENTARY AND SECONDARY EDUCATION ACT

Volume I

Under Contract To:

Office of Planning, Budgeting and Evaluation
U. S. Office of Education
Department of Health, Education, and Welfare

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TABLE OF CONTENTS

VOLUME I:

I. INTRODUCTION 1

- A. Objectives of the Study 1
- B. Methodology 2
  - 1. Selection of the Project Sample to be Studied 2
  - 2. Study National Advisory Committee 3
  - 3. Methodology for Site Visitation and Field Operations 4

II. DISCUSSION AND CONCLUSION 8

- A. Characterisitics of Students, Staff and Communities 8
  - 1. Pupils 8
  - 2. Teachers and Other Staff Members 12
  - 3. Community 13
- B. Description of Component Performance Areas 17
  - 1. Instruction 17
  - 2. Materials Acquisition and Development 28
  - 3. Staff Recruitment and Development 33
  - 4. Parent and Community Involvement 38
  - 5. Planning, Evaluation, Management and Administration 45
- C. Impact of Policy Issues 57
  - 1. Discussion 57
  - 2. Conclusions 63
- D. Appropriateness of "Special (Support Service Center) Projects" 65
  - 1. Discussion 65
  - 2. Conclusions 73
- E. Tabulation and Analysis of Study Project Data 77
  - Overview 77
  - 1. Rating and Scoring of Guideline Adherence 77

2. Rating and Scoring of Project Success 77
3. Relationship Between Guideline Adherence and Apparent Project Success 78
4. Discussion of Guideline Adherence Data 78
5. Discussion of Project Success Data and Successful Project Attributes 83
6. Discussion of Hypothesis Analysis Data 84
7. Hypothesis Analysis/Project Success Attribute - Comparative Analysis 85
8. Other Conclusions 96

III. RECOMMENDATIONS 98

A. Recommendations for Future Research or Study Action 98
B. Recommendations Impacting on USOE National Policy 99
C. Recommendations on Definition of Bilingual Education Terminology 103
D. Recommendations Concerning Title VII Project Operations .. 105
E. Recommendations to Enhance Local Title VII Project Support 106

Volume II A more detailed version of Volume I which includes all supporting data. This volume has not been reproduced for distribution.

I. INTRODUCTION TO THE BILINGUAL/BICULTURAL EDUCATION STUDY PROJECT

Title VII of the Elementary and Secondary Education Act (ESEA) provides for Federal support of bilingual education programs in our nation's schools. When ESEA was signed into law in 1968, bilingual education - the use of a child's home language to teach him basic skills while he learns English - was a novel and innovative idea. In fact, at the time the Act was passed, some states had laws prohibiting instruction in a language other than English in their schools. Given this situation, it was not surprising to discover that when the first local Title VII projects were funded in 1969, difficulty was encountered in locating teachers who could teach curriculum content areas in languages other than English and in obtaining bilingual education materials. Difficulty was also experienced in finding information about approaches or techniques for bilingual education.

Due to its newness and innovative nature, the Title VII bilingual education program was relatively small in 1969. At that time the program primarily concentrated on development and demonstration of bilingual/bicultural (BL/BC) education techniques rather than providing comprehensive bilingual education services.

In the ensuing three years, the program has generated considerable enthusiasm, and it is expected that the program will expand to serve a larger proportion of the target population. In order to plan for this expansion, the Office of Education/HEW found it necessary to develop data describing the current status of the bilingual education program; the extent to which the material and teacher shortages have been overcome; the instructional techniques and methods most suited to the program; etc. As a result, a study was planned focusing on what is being done and to what extent the program is following the patterns and guidelines around which it was designed. This report presents the findings, conclusions and recommendations of this study.

A. Objectives of the Study

The study is best described as an exploratory effort geared to provide planning data as well as the data necessary for the design of future studies and evaluations of the impact of bilingual education efforts on target groups. Accordingly, the specific objectives of this study effort were defined as follows:

- To describe, in detail, a sample of bilingual education projects in terms of input and process information.

- To identify those projects in the sample which appear to be successful and to compile a list of attributes of successful projects;

- To determine the extent to which projects adhere to Office of Education guidelines and to relate adherence to guidelines to apparent project successfulness;

- To analyze the appropriateness of "special (support service center) projects" with a national focus to determine the extent to which local projects use, or need and plan to make use of in the future, the products or services of these "projects";

- To determine the impact of recent U.S. Office of Education policy decisions on the operation, management and administration of these projects.

B. Methodology

In addressing these objectives, a study approach was developed which involved the review of available project documents and the conduct of on-site visits to projects with attendant personal interviews with project staff members. A handbook, "The Handbook for the Spanish Bilingual/Bicultural Study Project" was developed to aid in the collection of data. The handbook organized the collection of data and the scoring of projects into the following eight major component areas:

- Background Information and Data for each project
- Instructional program for Bilingual Education
- Materials Acquisition and Development
- Staff Recruitment and Development
- Parent and Community Involvement
- Bilingual Education Program Planning
- Program Evaluation
- Bilingual Education Project Management and Administration

In the ensuing narrative, component, whenever used, refers to the above listed major functional component areas.

1. Selection of Project Sample to be Studied:

When the study was initiated, 213 bilingual education projects serving 24 different language groups were being funded. Approximately 170, or 80% of the projects, were directed at Spanish-speaking children. Because Spanish language projects constituted such a large percentage of the total number, and because of the complexities that would be involved in studying the whole range of projects, it was decided to limit this study to those projects serving Spanish-speaking students. It was further decided to limit the study to those projects serving at least two of the elementary school grades, kindergarten through grade three, as these were the grades in which the largest number of projects were concentrating their efforts. If a project served, for example, only grade 3, it was not included. These constraints reduced the sampling universe to 150 Bilingual Education Projects. These 150 projects were stratified into three groups based on the primary ethnic population served, i.e., Mexican American, Puerto Rican and other Spanish groups. Projects were then chosen randomly from each group in proportion to its portion of the universe. In all, thirty-four projects were chosen for study. This constituted a sample of a sufficient size to ensure that the sample mean would fall within .33 standard deviations of the true mean 95% of the time. Overall, 23 projects were selected from the Mexican American group, 6 were selected from the Puerto Rican group, and 5 were selected from the other Spanish groups.

2. Study National Advisory Committee:

To assist in the study, a group of professionals with wide experience in bilingual/bicultural education were organized as a National Advisory Committee. Meetings with the committee were scheduled at pre-planned stages of the project at which time committee members assisted the project staff by:

- Giving advice on the development of data gathering instruments to be used during local project site visitations;
- Providing insight as to the best methodology to be used in the data gathering process;
- Giving advice on the content and format of final study reports; and
- Reviewing and critiquing the tabulations, written narratives, and other study products.

Included as members of the Advisory Committee were the following:

Dr. Gilbert Martinez	State of California Title VII Coordinator
Dr. (Sister) Maria Goretti	State of New York Assistant Title VII Coordinator
Dr. Rodney Skager	Evaluation Specialist, Center for Evaluation, UCLA, Los Angeles, California
Mr. Alejo Salinas	Title VII Project Director, San Juan, Texas
Mr. Ralph Robinette	Title VII Support Service Center Director, Miami, Florida
Dr. Eleanor Thoenis	Director, Reading Center, Marysville Joint Unified School District, Marysville, California

3. Methodology for Site Visitation and Field Operations

a. Data Collection Technique

A Handbook for the Spanish BL/BC Study Project was developed and used to gather data in the eight functional component areas previously cited. Data were collected from a wide range of available sources including project documentation, project proposals, evaluation audit reports, interviews with key project, school, and community people, etc. The data collection effort was generally carried out by three-man teams. Team members were classified as:

- Team Leaders: responsible for gathering data in the background, planning, evaluation, and management and administration functional areas.
- Education Specialists: responsible for gathering data in the instruction, instructional materials acquisition and/or materials development areas.
- Community Specialists: responsible for gathering data in the parent and community involvement, and staff recruitment and development areas.

The study team met, on-site, on the evening before the start of each visit. At this meeting the team members were thoroughly briefed by the team leader, interview assignments were finalized, and all procedures were reviewed. This meeting, in combination with nightly team meetings, ensured a well-planned and coordinated team approach.

b. Selection of Interviewees:

At each project sampled, the project director, the Local Educational Agency (LEA) administrator, the curriculum development specialist, the evaluator and/or auditor, the community liaison worker, and the chairman of the project advisory committee were interviewed. A random sample of teachers, aides, parents, and community representatives were also selected and interviews were conducted with these persons.

c. Study Project Field Testing:

The Handbook for the Spanish BL/BC Study Project was field tested at a medium sized Bilingual Education project serving Mexican American children. This project was not included as part of the 34 project samples selected for the study. Six study team staff members participated in the test effort including four prospective team leaders, one educational specialist and a community specialist.

d. Assuring Inter-Team Leader Rating and Evaluation Compatability

A key factor in the study design used was the rating-- or scoring-- of each project studied in terms of:

- Compliance with Title VII program guidelines, and
- Apparent project success.

The volume of field work to be accomplished was such that various study team leaders were used to lead the data gathering process and determine and assign rating scores upon completion. The fact that different leaders were used to evaluate, assess and assign scores at different projects had many implications with reference to scoring compatability and consistency.

To test for and ensure scoring compatability and consistency, a series of procedures were implemented; i.e.,

- Two "base" team leaders were trained and their rating/ scoring compatability and consistency tested and assured.

- Team members were made responsible for recommending ratings for their cognizant functional areas, but final scoring for all areas was assigned as the responsibility of team leaders. Thus, the scores finally recorded were those developed by the team leader.

- New team leaders received training from a "base" team leader and were tested by requiring them to perform in the field, together with their trainer, to score a project independently. The new team leader's scores were then compared with the score of the training team leader for the same project, and those of the new team leader had to achieve a sufficiently high level of compatability with the old team leader before he would be allowed to lead a team on his own.

- Scott's Coefficient of Inter-judge (inter-team leader) reliability was computed and used, together with the percent of agreement achieved between team leaders, to rate compatability. The results of these computations for all team leaders used in the study are shown in Data Table I-B1.

e. General Interpretation of 'Project Success' Ratings

A scoring technique using a 1 (low) to 5 (high) rating scale was used to score 'project success'. The rating was based on the best answers available for a predetermined set of questions. These questions, "Criteria for Evaluation of Project Success," were divided into the seven evaluation components studied. The team leader weighed the data collected for each major functional area evaluated and assigned a score based solely on how successfully a project was moving towards meeting totally the full spectrum of bilingual education goals and objectives without reference to adherence or non-adherence to guidelines. This was basically a subjective evaluation of the project's apparent successfulness.

DATA TABLE I-B1

INTER-TEAM LEADER COMPATABILITY AND CONSISTANCY

Test No.	Participants		Percent of Agreement	Coefficient of Inter-Judge Reliability Achieved
	Team Leader	Trainee		
1	"Base" A	"Base" B	0.66	0.69
	"Base" A	C	0.72	0.69
2	"Base" A	D	0.79	0.85
3	"Base" B	E	0.76	0.89
	"Base" B	F	0.86	0.67
	"Base" B	G	0.83	0.89

NOTE: A total of seven Team Leaders were used in the study.

II. DISCUSSION AND CONCLUSION

A. Characteristics of Students, Staff and Communities

The data presented in this paragraph identified characteristics of the three basic groups impacted by bilingual education. These are:

- The pupils in the BL/BC education projects;
- The teachers and other staff members in these projects; and
- The communities in which the projects are located.

For pupils, data is organized according to grade levels taught, the ages involved, numbers of students by project, by dominant language, by ethnic group, and by number of years of participation in bilingual programs. For teachers and instructional assistants, data is reported on ethnic background, language abilities, and years of employment in the projects. Finally, the communities in which the projects are located are described in terms of ethnic and economic composition.

In obtaining these data, BL/BC education project directors and other LEA and Title VII staff members were interviewed, project proposals were consulted, and project files were examined. Figures on the population of the school district, school district enrollment, ethnic composition and poverty index, as available, were also examined. Personnel records were consulted for information concerning training and teaching experience and years of employment for all members of the project's staff.

1. Pupils

a. Grade Level, Age and Language Dominance

In the 34 projects sampled, the grade range observed was pre-kindergarten through grade 6 with children's ages ranging from 3-17 years. However, only grades K-3 were included in this study, and the data reported herein will describe only those four grade levels. This report, therefore, focuses on children approximately 5-9 years old.

Not all projects taught kindergarten through third grades. Some started with one grade and added an additional grade each year; others chose to implement two or three grades at start-up.

Therefore, thirty (30) projects were teaching kindergarten, thirty-four (34) first grade, thirty-one (31) second grade and twenty-two (22) third grade.

A total of 14,043 children were enrolled in all projects, all grades. Of these, 8,765 were reported to be Spanish dominant and 4,008 English dominant. Two projects did not categorize students by these variables; therefore, 1,270 pupils could not be so categorized. Language dominance of students enrolled was determined by the projects concerned. The methods by which this characteristic was determined were found to vary significantly from project to project. In summary, there were approximately 2.2 times as many Spanish dominant pupils enrolled as there were English dominant pupils.

The total population of the LEA, (all schools), the percentage of Spanish dominant students in the LEA, the total number of students in the BL/BC education projects, and the percentage of Spanish dominant students in the project, as reported, are all shown in Data Table II-A1. In 23 of the 30 projects for which data were available, the percent of Spanish dominant students in the bilingual projects was greater than the percent of Spanish dominant students (total) in the LEA.

b. Ethnic Background

The ethnic background of the children in the projects were fixed, for the most part, by the sampling plan since twenty-three (23) projects were selected from the total number of Mexican American projects and six were selected from a pool of Puerto Rican projects and five from a pool of other Spanish group projects.

c. Language Skills

Local project staff members classified second language skills as being adequate, limited, or non-existent for both English and Spanish dominant children. The results of this classification indicate that while 74% of the Spanish dominant students children possess limited skills in English, only 27% of the English dominant pupils possess limited skills in Spanish.

d. Income Level of Families

Data Table II-A2 shows the percentage of students enrolled in the projects who come from low-income families and the percentage of students from low-income families enrolled in the school district in which the project is located. The percentages are nearly

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DATA TABLE II-A1

Total Number of Children in Bilingual Education and in the LEA with Percentages of Spanish Dominant in Each

Project Number	Total Students LEA	Percent of LEA Student Population Spanish Speaking	Total Students in BL/BC Education Project	Spanish Dominant Students in BL/BC Education Project
1	1,750	90 %	279	93 %
2	1,200	98 %	180	73 %
3	3,925	24 %	670	*
4	117,086	21%	693	22%
5	26,474	*	680	85 %
6	6,876	33 %	385	48 %
7	8,282	8 %	211	43 %
8	119,747	20 %	311	18 %
9	56,254	20 %	220	45 %
10	9,500	39 %	119	56 %
11	14,569	25 %	172	18 %
12	5,495	50 %	78	54 %
13	1,168	35 %	311	49 %
14	760		639	63%
15	1,703	51 %	176	71 %
16	10,000	84 %	765	91 %
18	62,404	50 %	1,069	100 %
19	19,259	80 %	1,540	98 %
20	44,937	53 %	435	74 %
21	4,742	27 %	104	28 %
22	730	97 %	768	99 %
23	2,310	48%	364	46%
24	5,618	85 %	404	81 %
25	20,000	60 %	290	59 %
26	32,036	19 %	426	57 %
27	*	15 %	215	63 %
28	38,000	40 %	425	35 %
29	1,981	25 %	391	50 %
30	27,081	68 %	170	86 %
31	574,497	9 %	158	84 %
32	103,839	25 %	248	53 %
33	32,387	12 %	413	28 %
34	96,239	2 %	134	72 %
35	19,000	52 %	600	*
	Total: 1,469,849	Median: 44%	Total: 14,043	Median: 58% **

* Not Available

** Excludes projects for which breakdown of student languag dominance unavailable.

DATA TABLE II-A2

Percentages of Low Income Students in Each Bilingual Project and Low Income Families in the School District

Project Number	Low Income Students in Program	Low Income Families in School District
1	55%	55%
2	75%	75%
3	10%	10%
4	30%	47%
5	*	*
6	100%	*
7	100%	15%
8	Not used	38%
9	Not used	13%
10	40%	40%
11	Not used	25%
12	87%	10%
13	40%	41%
14	65%	*
15	60%	20%
16	67%	72%
18	99%	*
19	80%	52%
20	30%	30%
21	80%	60%
22	100%	80%
23	85%	73%
24	100%	*
25	100%	5%
26	100%	9%
27	78%	90%
28	100%	90%
29	100%	85%
30	100%	60%
31	79%	16%
32	33%	33%
33	100%	50%
34	50%	70%
35	*	*
	Median: 80%	Median: 44%

*Information Unavailable

equal in seven projects. However, in 14 of the remaining 20 projects where these data are available, the percentage of low-income students in the project is higher than the percentage in the school district. This indicates that most BL/BC education projects are focusing on the low-income students of the school district.

e. Spanish Surname vs. Language Dominance

In comparing the percentage of Spanish dominant students with the percentage of students with Spanish surnames for each project, in 14 of the 23 projects where data were available to make this comparison, the percent of children with Spanish surnames exceeded the percent of students whose dominant language is Spanish. In six projects, the reverse was found to be true and in 11, not enough data were available to make any comparisons. Three projects reported the same percent of Spanish dominant students as students with Spanish surnames.

f. Extent of Participation in Bilingual Education

The total children participating in each project were grouped by number of years enrolled. This variable relates to the number of years each project has been in existence. The data gathered, when compared to the number of years the projects have been supported with Title VII funds, indicated 12 LEAs were active in the bilingual education field prior to Title VII funds being made available. Evidence could be established that indicated that seven children have been participating for four years or more, 974 children for three years, 1,535 children for two years, 3,627 children for one year, and 5,145 children have been participating for less than one year, totaling 11,288.*

2. Teachers and Other Staff Members

a. Ethnic Background and Bilingual/Bicultural Living Experiences

In identifying the ethnic background of teachers and instructional assistants, we found that of the 510 teachers employed, 251 were Mexican American, 169 were Anglo, 32 were Puerto Rican, 20 were Cuban and 36 were either from other Latin American countries or Black. Of the 410 instructional aides, 306 were Mexican American, 48 were Puerto Rican, 11 were Anglo, 13 were Cuban, and 19 were either from other Latin American countries or Black.* We also found that 343 of the 510 teachers have had some experience, either living, studying, or visiting in a Spanish-speaking country. Twenty-two teachers have lived for an extended period of time in a Latin or Spanish-speaking country, while 145 teachers have had no bicultural or bilingual experience. For teachers' aides, 369 have lived, studied or visited in a Spanish-speaking country. Twelve aides had no bilingual or bicultural experience.

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* It should be noted that the total of these students (11,288) does not account for 2,755 of the 14,043 students enrolled in all projects as noted on Data Table IV-A1. The reason is that the lack of records at the project level made this information unavailable.

b. Bilingual Capabilities of Teachers and Instructional Aides

Data Table II-A3 shows the total number of bilingual and monolingual teachers and aides in the projects. Personnel records show that 393, or 77% of the teachers for whom data were reported, were bilingual in Spanish and English. Another 115 teachers or 23% were reported to be monolingual in English, while 2 teachers or less than 1% were monolingual in Spanish. Personnel records at the projects visited show that 398 or 97% of the aides for whom data were reported were bilingual in Spanish and English. Another 8 or 2% were monolingual in Spanish while 4 or 1% were monolingual in English. These data were obtained from project personnel records at each site, but the extent of functional bilingualism of teachers and aides was not determined. The data indicate that all projects except two had some bilingual teachers. The two exceptions did have a number of bilingual teacher's aides.

3. Community

As shown in Data Table II-A1, the number of students enrolled in bilingual projects is a very small percentage of the total children in the LEA. The Title VII projects sampled defined the second language target group as the Spanish-speaking school-age population. A comparison between percent of Spanish-speaking children in the LEA with the percent of Spanish-speaking children in the projects is also shown. Twenty-three of the 30 projects for which data were available had a higher proportion of Spanish-speaking children in the project than the proportion found in the LEA school population. Seven projects had a smaller proportion of Spanish-speaking children enrolled than the proportion of Spanish-speaking children in the LEA student population.

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*Thirteen instructional aides were not categorized

Data Table II-A4 shows the percent of ethnic composition of the communities in which the projects are located. There are eight communities whose population is 50% or more Mexican American; sixteen communities are more than 50% Anglo; three communities are over 50% Black; and three communities are over 50% Puerto Rican.

In 13 of the 30 projects that reported, 50% or more of the families in the LEA were earning less than $3,000/year.

DATA TABLE II-A3

Bilingual Capabilities of Teachers and Aides

Project Number	Monolingual (English)		Monolingual (Spanish)		Bilingual (Spanish/English)		TOTALS	
	Teachers	Aides	Teachers	Aides	Teachers	Aides	Teachers	Aides
1	1				9	10	10	10
2					6	6	6	6
3	16				6	14	22	14
4	3	1			21	23	24	24
5					24	16	24	16
6					14	14	14	14
7	1				7	9	8	9
8	11				2	13	13	13
9					8	8	8	8
10					4	4	4	4
11	4				6	6	10	6
12					3	3	3	3
13	12					7	12	7
14	8				14	12	22	12
15	1				6	3	7	3
16	6				21	19	27	19
18					36	22	36	22
19	4				48	26	52	26
20					16	16	16	16
21					4	4	4	4
22					26	26	26	26
23	6				6	5	12	5
24		1			27	25	27	26
25	4				9	5	13	5
26	11			5	3	8	14	13
27			1		12	11	13	11
28	5	2	1		12	13	18	15
29					14	15	14	15
30					6	6	6	6
31					11	6	11	6
32	5				3	9	8	9
33	17					13	17	13
34				3	7	8	7	11
35					2	13	2	13
TOTALS	115	4	2	8	393	398	510	410

DATA TABLE II-A4

Ethnic Composition (By Percentile) of the Local Communities Where BL/BC Education Projects are Located

Project Number	Mexican-American	Anglo	Black	Puerto Rican	Other
1	76 %	22 %	1 %		1 %
2	82 %	11 %	1 %		6 %
3	28 %	62 %	8 %		3 %
4	17%	74%	6%		3%
5	24 %				
6	16 %	69 %	3 %		13 %
7	7 %	92 %	2 %		
8	31 %	59 %	7 %		3 %
9	18 %	69 %	10 %		2 %
10	31 %	66 %			3 %
11	23 %	70 %	5 %		2 %
12	33 %	66 %			
13	35 %	55 %	10 %		
14	* Information not Available				
15	50 %	49 %	1 %		
16	84 %	16 %			
18	* 55 %				
19	80 %	20 %			
20	29 %	67 %	4 %		
21	14 %	59 %	27 %		
22	97 %	3 %			
23	23 %	42 %	32 %	1 %	2 %
24	89 %	11 %			
25			1 %	9 %	90 %
26		81%	16 %	3 %	
27			84 %	15 %	
28			60 %	40 %	
29		10 %	5 %	65 %	20 %
30	1 %	25 %	13 %	60 %	1 %
31	* 1 %		32 %		
32		15 %	60 %	25 %	
33	20 %	50 %	30 %		
34		65 %	30 %	5 %	
35	*			52 %	
Composite	Median: 29%	Median: 57%	Median: 9.5%	Median: 20%	Median: 3%

*Census Data not Available from Local School District

B. Description of Component Performance Areas

1. Instruction

In the instruction component, data was collected by the education specialists on each field team in the following five categories: program content; recipients of the program; instructional models; instructional process; and instructional program. Within these five categories, data and information on each of the 34 local BL/BC education projects were gathered on such subject areas as:

- Language of instruction
- Subjects taught in both languages (including culture and heritage);
- Number of pupils enrolled;
- Placement procedures in effect;
- Teaching arrangements; and
- Instructional process employed (including curriculum, teaching approaches, methods, and monitoring of language and content).

The instructional component is closely related to the materials acquisition and development component, for without relevant materials to support the instructional process, a bilingual program cannot function effectively. Data and information obtained in the areas of materials acquisition and development is referenced and used in this section when appropriate.

a. Discussion

As required by Title VII, bilingual education projects must teach language arts in English plus another language, and at least one other subject in the second language. In addition, the culture and heritage of the ethnic group speaking the second language must also be taught.

(1) Teaching Language Arts and Other Subjects:

The study team reviewed for both the second language (Spanish) dominant and the English language dominant pupils involved, the percent of time each project gave to the teaching of language and other subjects in both languages. The data used for this review is summarized in Data Tables II-B1, B2, B3, and B4* We determined the following:

---

*Percentages may represent different amounts of actual time, by content area, from project to project.

DATA TABLE II-B1

PERCENTAGE OF TIME LANGUAGE ARTS IN SPANISH (S) AND ENGLISH (E) ARE TAUGHT ACCORDING TO GRADE LEVEL BY PROJECT FOR SPANISH DOMINANT STUDENTS

Project Number	% Span. Dom. Students	K			1			2			3			Project Mean	
		S	E	ESL	S	E	ESL	S	E	ESL	S	E	ESL	S	E
1	93	85	15	X	85	15	X	50	50	X	15	85	X	59	41
2	73	10	90	X	5	95	X	10	90	X	NA			8	92
3	***	10	90		10	90		10	90		10	90		10	90
4	21	50	50	X	50	50	X	50	50	X	50	50		50	50
5	85	50	50	X	40	60	X	50	50	X	50	50		47	53
6	48	60	40	X	50	50	X	50	50	X	80	20	X	60	40
7	57	30	70	X	30	70	X	30	70	X	30	70	X	30	70
8	35	25	75		25	75		10	90		10	90		18	82
9	45	20	80		20	80		10	90		10	90		15	85
10	55	50	50	X	50	50	X	40	60	X	60	40	X	50	50
11	51	50	50		50	50		50	50		NA			50	50
12	54	50	50	X	60	40	X	50	50	X	NA			53	47
13	49	50	50		50	50		50	50		30	70		45	55
14	63	50	50		50	50		50	50		50	50		50	50
15	71	50	50		50	50		35	65		45	55		45	55
16	91	50	50	X	25	75	X	30	70	X	25	75	X	33	67
18	99	95	5	X	90	10	X	75	25	X	50	50	X	78	22
19	98	50	50	X	50	50	X	NA			NA			50	50
20	74	50	50		50	50		50	50		NA			50	50
21	29	70	30		70	30		NA			NA			70	30
22	99	90	10	X	50	50	X	50	50	X	NA			63	37
23	46	NA			50	50	X	50	50	X	50	50	X	50	50
24	81		NA		50	50		33	67		33	67		39	61
25	59	90	10	X	55	45		70	30		NA			72	28
26	57	50	50	X	50	50	X	NA			NA			50	50
27	63	50	50		50	50		50	50		50	50		50	50
28	35		NA		90	10	X	50	50	X	NA			70	30
29	30	50	50	X	50	50	X	50	50	X	50	50	X	50	50
30	97	33	67		33	67		40	60		NA			35	65
31	84	50	50	X	75	25	X	50	50		-	100		44	56
32	53	40	60		50	50		30	70		50	50		43	57
33	28	50	50		25	75		60	40		50	50		46	54
34	72	NA			50	50	X	40	60	X	30	70	X	40	60
35	100	50	50		50	50		50	50		-	100		38	62
Totals				16			18			15			9	46	54
% of Grd Levels				53			53			48			39		

Summary: ESL is taught in 57 grade levels (K-3) in the 34 projects 48% of the time.

*ESL = English as a second language.

N/A: This grade level not taught in this project

** = Spanish/English dominant students breakdown not obtained.

NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

DATA TABLE II-B2

PERCENTAGE OF TIME LANGUAGE ARTS IN SPANISH (S) AND ENGLISH (E) ARE TAUGHT ACCORDING TO GRADE LEVEL BY PROJECT FOR ENGLISH DOMINANT STUDENTS

Project Number	% Eng. Dom. Students	K		**	1 Grade			2 Grade			3 Grade			Project Mean	
		S	E	SSL	S	E	SSL	S	E	SSL	S	E	SSL	S	E
1	7	15	85	X	15	85	X	50	50	X	15	85	X	24	76
2	27	10	90	X	5	95	X	10	90	X	NA			8	92
3	***	10	90	X	10	90	X	10	90	X	10	90	X	10	90
4	79	50	50	X	50	50	X	50	50	X	50	50	X	50	50
5	15	50	50	X	30	70	X	50	50	X	NA			43	57
6	52	60	40	X	50	50	X	50	50	X	20	80	X	45	55
7	43	25	75		25	75		25	75		25	75		25	75
8	65	25	75	X	25	75	X	10	90	X	10	90	X	18	82
9	55	20	80	X	20	80	X	10	90	X	10	90	X	15	85
10	45	50	50	X	50	50	X	40	60	X	40	60	X	45	55
11	49	50	50		50	50		50	50		NA			50	50
12	46	50	50	X	40	60	X	50	50	X	NA			47	53
13	51	50	50		50	50		50	50		30	70		45	55
14	37	50	50		50	50		50	50		50	50		50	50
15	29	50	50		50	50		35	65		25	75		40	60
16	9	50	50	X	5	95	X	5	95	X	5	95	X	16	84
* 18	.001	*													
* 19	2	*						NA			NA				
* 20	26	****									NA				
21	71	70	30		70	30		NA			NA			70	30
* 22	1										NA				
23	54	NA			50	50	X	50	50	X	50	50	X	50	50
24	19				50	50	X	33	67	X	33	67	X	38	62
* 25	41	50	50		0	100					NA			25	75
26	43	50	50	X	50	50	X							50	50
27	37	50	50		50	50		50	50		50	50		50	50
28	65				10	90	X	50	50	X	NA			30	70
29	50	50	50		50	50		50	50		50	50		50	50
30	14	33	67		33	67		40	60		NA			35	65
31	16	25	75		50	50		50	50		25	75		38	62
32	47	40	60		50	50		30	70		50	50		43	57
33	72	50	50	X	25	75		60	40	X	50	50	X	46	54
34	28				50	50	X	40	60	X	30	70	X	40	60
* 35	0														
Totals				13			16			16			12	38	62
% of Grd Levels				43			47			52			55		

Summary: SSL is taught in 58 grade levels (K-3) in the 34 projects 47% of the time.

* = Either no English dominant children enrolled in program, or number of English dominant children is insignificant.

**SSL = Spanish as a second language.

N/A: This grade level not taught in this project.

*** = Spanish/English dominant students breakd[illegible]n not available.

**** = Information not obtained

NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

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DATA TABLE II-B3

Comparison by Grade Level for Each Project of Percentage of Time Content Areas are Taught in Spanish and English to Spanish Dominant Students

Project	% Spanish	K % S	K % E	1 % S	1 % E	2 % S	2 % E	3 % S	3 % E	Project Mean K-3 S	Project Mean K-3 E
1	93	85	15	85	15	65	35	33	67	67	33
2	73	5	95	5	95	8	92	X	X	6	94
3	NA	3	97	0	100	0	100	0	100	1	99
4	22	25	75	38	62	19	81	50	50	33	67
5	85	50	50	40	60	50	50	X	X	47	53
6	48	38	62	50	50	50	50	80	20	55	45
7	57	19	81	25	75	21	79	21	79	22	78
8	35	10	90	0	100	10	90	3	97	6	94
9	45	13	87	13	87	13	87	20	80	15	85
10	56	50	50	50	50	43	57	58	42	50	50
11	51	61	39	56	44	50	50	X	X	56	44
12	54	38	62	45	55	38	62	X	X	40	60
13	49	25	75	25	75	8	92	10	90	17	83
14	63	25	75	25	75	45	55	38	62	33	67
15	71	38	62	50	50	38	62	50	50	44	56
16	91	38	62	25	75	35	65	19	81	29	71
18	100	94	6	75	25	75	25	50	50	74	26
19	98	45	55	40	60	X	X	X	X	43	57
20	74	38	62	54	46	25	75	X	X	39	61
21	49	18	82	13	87	X	X	X	X	16	84
22	99	28	72	38	62	38	62	X	X	35	65
23	46	X	X	25	75	25	75	38	62	29	71
24	81	X	X	50	50	25	75	25	75	33	67
25	59	95	5	33	67	38	62	X	X	55	45
26	57	38	62	50	50	X	X	X	X	44	56
27	63	50	50	50	50	50	50	50	50	50	50
28	35	X	X	70	30	58	42	X	X	64	36
29	50	50	50	38	62	40	60	50	50	45	55
30	86	19	81	42	58	29	71	X	X	30	70
31	84	76	24	41	59	46	54	25	75	47	53
32	53	68	32	50	50	50	50	50	50	55	45
33	28	23	77	0	100	10	90	0	100	8	92
34	72	X	X	25	75	10	90	23	77	19	81
35	N. A.	50	50	50	50	50	50	50	50	50	50
Mean		42	58	38	62	34	66	33	67	37	63

N/A = No breakdown of pupil language available.
X = Grade level not taught at this project.

NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

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DATA TABLE II-B4
COMPARISON BY GRADE LEVEL FOR EACH PROJECT OF PERCENTAGE OF TIME CONTENT AREAS ARE TAUGHT IN SPANISH AND ENGLISH TO ENGLISH DOMINANT STUDENTS

Project Number	of Eng Dom. Students	Grade Levels K		1		2		3		Project Mean K-3	
		S	E	S	E	S	E	S	E	S	E
1	7	15	85	15	85	35	65	13	87	20	80
2	27	5	95	3	97	5	95	*	*	4	94
3	****	0	100	0	100	0	100	0	100	0	100
4	18	13	87	10	90	30	70	15	85	17	83
5	15	50	50	48	52	35	65	*	*	44	56
6	52	38	62	50	50	25	75	10	90	31	69
7	43	19	81	18	82	15	85	15	85	17	83
8	65	0	100	0	100	0	100	0	100	0	100
9	55	0	100	0	100	0	100	0	100	0	100
10	44	50	50	50	50	43	57	43	57	47	53
11.	49	36	64	31	69	50	50	*	*	39	61
12	46	25	75	30	70	25	75	*	*	26	74
13	51	13	87	13	87	4	96	0	100	8	92
14	37	38	62	10	90	25	75	0	100	18	82
15	29	38	62	38	62	9	91	0	100	21	79
16	9	50	50	3	97	3	97	3	97	19	81
18	0	**									
19	2	**									
20	26	***									
21	51	18	82	10	90					14	86
22	1	**									
23	56	*	*	38	62	25	75	20	80	28	72
24	19	*	*	38	62	25	75	25	75	29	71
25	41	0	100	0	100	***	***	*	*	0	100
26	43	25	75	31	69	***	***	*	*	28	72
27	37	50	50	50	50	50	50	50	50	50	50
28	65	*	*	5	95	8	92	*	*	7	93
29	50	25	75	38	62	38	62	50	50	38	62
30	14	25	75	13	87	0	100	*	*	13	87
31	16	58	42	38	62	46	54	24	76	42	58
32	49	40	60	50	50	38	62	50	50	45	55
33	72	10	90	0	100	10	90	0	100	5	95
34	28	*	*	5	95	40	60	47	53	31	69
35	****										
Mean		26	74	22	78	22	78	18	82	22	78

* = Grade level (s) not taught at this project.

** = No or too few English dominant students to be statistically significant at this project at all grade levels.

*** = No information obtained.

**** = Statistical breakdown not available at project.

NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

- All projects were meeting the minimum requirements for teaching language arts. The amount of time English and Spanish dominant students were taught language arts in their dominant language varied considerably project by project and grade by grade. A positive relationship was established between language dominance and the amount of time that the dominant language was taught to English dominant pupils in six projects. A similar relationship was established for Spanish dominant students in six projects. In the remaining projects no positive relationship was apparent.

- Although both English dominant students and Spanish dominant students received, overall, more instructional time in language arts in English than in Spanish, English dominants were averaging eight percent more time in English language arts than Spanish dominant students.

- Approximately one-half of the projects teach English, or Spanish, as a Second Language. The mean for all projects for time spent teaching Spanish to English dominant students drops 20% from kindergarten to third grade.

- Three projects were not teaching any content areas in Spanish to English dominant pupils. All other projects were teaching one to four subjects in Spanish to both English and Spanish dominant pupils. Almost half of all the projects were teaching four content subjects in Spanish at all grade levels. The average time all 34 projects taught subjects in Spanish to English dominant pupils was 22%. It was 37% for Spanish dominant pupils.

- A pattern of relating the amount of time spent in teaching content areas in Spanish to the percentage of Spanish dominant children is apparent in only six of the 34 projects. Two projects (X2B6 and Y0A28), which had lower percentages of Spanish dominant students than English dominant students, taught a greater percentage of time of content areas in Spanish.

- As grade level rises, the time teaching content areas in Spanish decreases in more projects than it increases, for both Spanish dominant (17 projects) and English dominant (15 projects) children. Teachers use a variety of methods of instruction and groupings in order to teach content area to pupils of different language dominance on the same grade level.

- Five of the 23 primarily Mexican American projects taught no culture or history -- eighteen did. All primarily Puerto Rican projects (6) taught the target culture and heritage in all grades. All of the "other Spanish" projects (5) taught some Spanish, Caribbean or Southwest culture and heritage.

(2) Students in the Program

In accordance with Title VII guidelines, students in the program were to be both Spanish and English dominant with the proportion of each varying as a function of size of the project, school enrollment ratio and degree of parental interest. We found that in 10 of the 34 projects language dominance was not the criterion for placing the pupil in the bilingual program, but rather the fact that the schools where these pupils attended were designated as Title VII projects. Further, two of the above 10 projects were of the opinion that there was no need to determine English or Spanish dominance in students with consequent separation for instruction, since all students already receive Spanish instruction daily. Twenty-four projects placed children on the basis of language dominance. Language dominance was determined by means of teacher developed tests, evaluation through classroom observation, parental interviews, or whether or not they had a Spanish surname. Some or all of these criteria were employed.

(3) Use of Instructional Models and Aides

Generally, bilingual education projects use a wide variety of teaching arrangements for instruction. Two teaching arrangements were most prevalent: Bilingual teacher/bilingual aide (24 projects used this arrangement in their kindergartens, 23 in their first grades, 22 in their second grades, and 15 in their third grades); monolingual English teachers/bilingual aides were used in an average of 8 projects at all grade levels. In general, projects used a variety of combinations with the specifics being a function of the availability of qualified staff members. Of interest was the fact that 28 projects had planned to use only the bilingual teacher/bilingual aide combination. However, some were prevented from doing so because of the qualified personnel shortage.

Thirty-three projects were utilizing para-professional bilingual aides as classroom assistants. However, according to state and LEA criteria, only about 50 percent of these aides were qualified to teach educational subjects in Spanish or English. Teachers occasionally used aides to tutor newly arrived children with little or no English proficiency. In one project, qualified and experienced aides had been promoted to the position of co-teachers, and in another they were classified as bilingual professional associates. As an extreme, one project limited the instructional duties of aides to taking over the class during the teacher's 15-minute coffee break, at which time Spanish instruction was given. One project had defined no instructional duties for its aides.

(4) Use of LEA Resource Groups, Parents or Community

It was noticeable that BL/BC education project teachers and their assistants were not always aware of how the LEA could render assistance. In only 23 projects did teachers and/or assistants avail themselves of any help available from the LEA.

Parents are being used occasionally in helping with the development of materials, and more frequently to help with field trips. In seven projects, teachers reported the use of parents to help with instruction in the classrooms. In others, parents were identified as being a source of cultural enrichment, and getting involved as integral parts of the project's program. We judged parental participation as infrequent or non-existent in about a third of the 34 projects. Generally, community people were used less often than parents.

The role of consultants in the local projects were mainly that of training, either in summer workshops, in pre-service or in-service training, or orientation. Consultants were also used to help establish learning centers, to help with the development and procurement of materials, to provide cultural enrichment experiences, to test and observe the children, to give sensitivity training to teachers, and/or to orient teachers in new teaching techniques.

(5) Instructional Methods

The projects sampled used basically one of two methods for bilingual education, namely "split time" or "allotted time". Projects enrolling mostly Spanish dominant pupils tried to split time teaching the same subject on a 50-50 basis in both languages. Some projects used the split time method on a 5%-95%, 85%-15%, or a 40% - 60% basis. This was done by either the diglossia method, i.e., teaching a concept in one language and immediately translating it into the other; or by teaching a concept in one language and reinforcing it in the second language in small groups or on an individual basis.

Summarizing these findings across the grade levels of the projects sampled it was found that projects differ in the time spent teaching content areas in Spanish to English dominant students and Spanish dominant students.

Number of Projects	Average % of time content instruction is given in Spanish to English dominant students:*
8	0-10%
8	11-25%
13	26-50%
5	No English dominant children or insufficient number to consider.

Number of Projects	Average % of time content instruction is given in Spanish to Spanish dominant students:*
4	1% - 10%
5	11% - 25%
18	26% - 50%
7	51% - 67%

Four projects chose the method of allotting time for subjects to be taught in Spanish only, as a means of teaching the language. The content areas chosen were either art, mathematics, science or social studies. This method was employed in these projects from kindergarten through second grade.

Most projects tend to be eclectic, making use of both methods especially as the pupils progress to higher levels. Fewer content areas were taught in Spanish to English dominant pupils than to Spanish dominant pupils. Most projects tended to move towards more instructional time in English in content areas by the third grade.

More than 95% of the projects used the traditional self-contained classroom environment. In three projects, the open flexible space classroom was being used for team-teaching. We found that children were moving from large to small groupings, for different learning experiences, in both the self-contained and the flexible type classrooms. Reasons given by teachers and aides for grouping the children were identified as general abilities, language dominance, language competency, ethnicity, and sex-ratio.

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*Specific amount of time represented by each percentage varies by both content area and project.

In general, teachers made use of large and small groupings during the day for various kinds of instructional purposes, such as language learning, reading and mathematics. In three projects children were free to circulate among permanently placed learning centers, where teachers, working in teams, gave the children individualized instruction. One of the classrooms involved was for mentally handicapped children.

(6) Second Language Instruction

Spanish and English were both taught as a second language in about fifty percent of the projects sampled. In some projects, the methodology for teaching the language was not clearly defined. In projects where teachers were either experienced or trained in Latin America, Spanish was being taught, to Spanish children, as a first language. English was also being taught as a first language to English dominant children. From interviews with teachers we determined that very few projects drew fine lines of distinction in the type of language instruction being provided.

(7) Instructional Program

Although five year plans, divided into one year units, existed at all projects, a curriculum development program which translated general goals and objectives into specific techniques was seldom found. Most projects were found to be following the basic state curriculum for each grade and attempting to insert second language instruction, culture and heritage into the daily program. In an average of 27 projects there was evidence of a conscious effort to coordinate and infuse Spanish culture and heritage throughout the curriculum. Lesson plans evidenced this attempt at integration. Teacher efforts to integrate the BL/BC education program into the regular school program were evident in the total school environment, in the classroom, and in school programs. Many efforts were being made to infuse Spanish culture and heritage into the following four key areas: school environment, class environment, school programs, and lesson plans.

Plans for the vertical continuity of bilingual subjects from one grade level to another are linked to the standard curriculum of the schools. In twelve projects the statement was made that the normal grade progression was the basis for their vertical plans. The remaining twenty-two projects had not considered this aspect in their planning. As a result, teachers were frequently teaching the same vocabulary items and second language greetings and expressions on differing grade levels. In some schools, vertical continuity depended on communication among the teachers. Structured means for promoting this communication were found in very few projects. In one project, the vertical expansion was being accomplished one year at a time. In another project, plans for ESL were made for all grade levels. In yet a third project, materials for vertical expansion were just beginning to be collected.

b. Conclusions

- Most bilingual education projects are in compliance with guidelines defining requirements for the teaching of language arts and other subjects in both Spanish and English, but not all projects are teaching content areas, other than language arts, in Spanish to English dominant students.
- In general, the time allocated to each subject varies with both the instructional plan developed and the qualified personnel resources available to each project.
- The selection of students for participation in the program is lacking in standardization and rationale. Generally, projects tend to find the easiest way to designate students for the program e. g., using surname.
- Ninety-four percent of the projects claimed that instructional assistants fulfill teaching roles in the classroom, despite the fact that only about fifty percent are considered qualified to teach according to each school system teacher certification requirements. At least one-half are involved in other classroom duties such as clerical work.
- Parents, community people and LEA resource people are used minimally in developing and implementing instructional programs.

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- Some Title VII projects tried to equalize the time of instruction in each language by increasing the number of subjects taught in the second language. Other projects aimed at preparing the child to enter into an English learning environment as quickly as possible, teaching only language arts in both languages, and occasionally one other subject. In most of these projects, there was more instructional time in English than in Spanish.

- The cultural and historical heritage which reflect the value systems of speakers of both languages was taught at approximately 85% of the Title VII projects sampled.

- Instructional programs did not generally reflect a translation of goals and objectives cited in project plans into the curriculums used to implement the bilingual education program. In fact, seldom were these objectives discernable in the curriculums used. This was primarily due to the fact that most projects had not developed a specific bilingual curriculum but had instead accomplished minimal patchwork on state mandated curricula, as possible, and as necessary to get the bilingual program started.

- Spanish language skills of English dominant students were impacted only minimally by current attempts at teaching subjects in Spanish. This was primarily due to:

  - The minimum time being allotted to teaching Spanish as a second language.

  - The scarcity of subjects being taught in Spanish

  - The lack of Spanish language reinforcement outside the classroom.

2. Materials Acquisition and Development

a. Discussion

As in the instruction component, education specialists were also responsible for collecting data and information for this component. Data was collected in three categories:

- Acquisition and Development of Materials;
- Content and Availability of Materials; and
- Use of Materials.

At each project visited, education specialists interviewed one teacher and one instructional assistant at each grade level. Project directors and curriculum specialists were also interviewed as were LEA curriculum consultants and/or other outside project consultants where appropriate.

(1) Acquisition and/or Development of Materials

Four projects held the project director solely responsible; ten held the project director and teachers jointly responsible, two held the curriculum development specialists solely responsible, and the remaining projects generally held a combination of two or more of the above staff responsible. Four projects involved the parents and community residents in the selection of materials.

In general, materials acquisition and development, as a function, was well organized and defined. Every project appeared to have identified a need for materials and, the need not being met, proceeded to develop their own.

(2) Major Sources of Materials

Staff members in all 34 projects indicated that the inadequate supplies of BL/BC education materials had been a constraining factor in the conduct of their activities. Most projects were attempting to tap multiple sources of materials without really impacting on the materials problem. For example:

- Thirty-one projects used private publishers as a source of materials.
- Thirty projects were preparing their own materials and/or using private sources.

- Nineteen projects tried to obtain materials from "Special" support service center projects.

- Fifteen projects procured materials directly from foreign sources.

Projects tended to obtain materials from any source which could meet their requirements. In fact, 34 projects made use of two, three, or all four sources noted above.

(3) Obtaining Instructional Materials

Teachers were asked how difficult it was to obtain bilingual / bicultural materials in Spanish and English. Teachers in 11 projects stated that it was "very difficult". Teachers in 10 projects found it "somewhat difficult" and teachers in 13 projects stated it was not very difficult to obtain materials.

(4) Teacher-developed Materials

The development of materials to support bilingual education appears to have lagged behind other aspects of local project activities. Nevertheless, projects have endeavored to fill the void in materials development by producing their own. The study team found projects developing both supplemental and basic materials in all components of the instructional program. They generally addressed the following requirements:

- To meet language arts instructional needs.

- In the math area, materials were being developed and used to reinforce both math and language skills.

In general, where teachers were developing materials, they appeared to be doing so on the basis of their own needs.

(5) Content and Availability of Materials

Most projects have provided bilingual education materials to support language instruction and culture. Materials in support of other subjects have also been provided but not as often as for language and culture.

Throughout the projects visited, the greatest variety of texts was found in the language arts subject area. For teaching

Spanish, a few projects have used Spanish readers published in Spain or Latin America. By far, the majority of projects used Laidlow as a basic text with fairy tales or short stories as supplementary reading. Most frequently a combination of materials was being utilized.

For teaching English as a second language in the early grades, teachers in general were using materials of their own making. A variety of readers in English was found. Readers most often were the same as those selected by State Curriculum Boards. According to the teachers, adequate materials reflecting culture (Spanish, Mexican or Puerto Rican) were very difficult to find. Therefore, teachers and curriculum specialists were developing their own.

Some books were found that attempted to introduce children to ethnic historical figures, events, poetry and stories. Occasionally, cultural films in Spanish were being used,but more often these films were in a very sophisticated form of Spanish, so that they were of limited use. Teaching children foreign songs and dances appeared to be a favorite among most projects. When teachers were asked if the materials then in use fairly reflected the Spanish and English cultures and heritage, the majority answered, "No".

(6) The Need for Additional Materials in the Classroom

Of 34 projects queried, only one project reported being totally satisfied with existing bilingual education materials. In 33 projects, the general consensus was that additional bilingual/bicultural materials are needed in all areas of instruction. These projects identified the greatest demand for materials in two principal areas:

- Texts, readers and library books to support Spanish Language instruction, math,science and social studies.
- Materials which brought about awareness and appreciation of the history and culture of other people

Teachers and materials development staff gave lowest priority to the development of materials in music and fine arts.

(7) Use of Materials

As was pointed out in the instruction component discussion, parental and community resident involvement in the instruction program, for a great majority of the projects, was negligible. Similarly, involvement in materials acquisition, development and use was also negligible.Generally, projects appeared reluctant to involve parents, or community, in the more technical task of developing materials for instructional purposes. A possible exception was the development and use of cultural materials.

Eight of the 34 projects studied had developed curriculum guides for the use of bilingual/bicultural education materials available. Twenty-six had not. Further, the 8 projects which had curriculum guides used them minimally or not at all. Although eight projects had designed special bilingual/bicultural curricula, and four had adapted bilingual/bicultural materials to state-developed curricula, only eight had developed curriculum guides for the use of the materials.

b. Conclusions

• Materials Acquisition and Development

The majority of projects depend on commercial publishers and their own development capabilities as the primary source of instructional materials. Generally, "Special (Support Service Center) Projects" were used, but to a much lesser extent than were other sources. The majority of the projects (21) experience some difficulty in obtaining materials. Thirteen projects indicated that it was not very difficult to obtain materials.

Most teachers and instructional assistants were developing some materials for their BL/BC education project. Teachers developing materials did so on the basis of immediate classroom need. Seventeen projects indicated teachers developed materials extensively, while nine projects developed materials to some extent, and nine projects developed materials minimally, depending on the subject matter. In the seventeen projects where teachers developed materials to a great extent, the materials developed generally constituted basic teacher materials in the Spanish language.

- Content and Availability of Materials

  Instructional materials are available through both "Special Projects" (Support Service Centers) and from commercial publishing companies. Generally, teacher developed materials fill the void which results: (1) when teachers are unaware of where to obtain materials, (2) when materials are non-existent, or (3) when existing materials are inappropriate for the needs of local children. Materials in Spanish were most frequently acquired and used because of their availability, rather than their content and suitability to the instructional approach or method adopted by the project. According to local BL/BC education projects, adequate materials, in Spanish, in language arts, culture and heritage, science, math, and social studies are generally not available. Materials on culture, heritage and history are most difficult to acquire, except where teachers and curriculum specialists have developed their own.

  After careful review of all data related to this subject the study team could not but conclude that dissemination of information regarding the availability of bilingual/bicultural education materials is inadequate or that procedures implemented for the acquisition of BL/BC education materials are not being followed.

- Use of Materials

  There was little or no evidence of materials being integrated with BL/BC education project curriculum. In only eight projects, integration occasionally occurred in the use of curriculum guides for materials used in the classroom had been developed. None of the other projects had done so.

3. Staff Recruitment and Development

a. Discussion

Included in this section is a body of information grouped into four main categories: recruitment; orientation and in-service training; and staff development.

(1) Recruitment

One of the most common concerns expressed by BL/BC education project directors was the lack of formally trained bilingual teachers. Twenty-seven, or 80% of the 34 project directors queried, were emphatic intheir answer that there is not an adequate supply of teachers trained in bilingual/bicultural education techniques. Although training relevant to BL/BC education methods and techniques cannot guarantee successful bilingual education programs, most directors felt that this training should nevertheless be a prerequisite for prospective BL/BC education instructional staff members.

In all 34 projects, LEA administrators hired BL/BC education personnel with school board approval. The basic procedures for recruiting personnel were generally the same as those implemented for recruiting non-BL/BC education staff members. Variations found included incorporating parent advisory committee review and assistance in hiring project directors, teachers and aides; and teachers interviewing and approving candidates for instructional positions.

Of the 510 teachers employed, an average of 370 or 73% were reported by the school systems to be qualified to teach language arts, history, science and math in Spanish, in some cases minimally. Further, of the 410 aides, an average of 219 or 53% were deemed capable by the school systems of participating in the major subject matter instruction in the language of the target population.

(2) Orientation Training

Twenty-nine projects (85% of those sampled), implemented orientation training programs during the school year. This training brought together LEA personnel, non-BL/BC education project teachers, BL/BC education staff members, parents, community specialists, as well as consultants. Specifically:

-- 76% of the projects included aides in the training

-- 76% of the projects included teachers

-- 34% of the projects included parents

-- 14% of the projects included consultants

In attempting to assess teacher and instructional assistants' reaction to these orientation training programs, approximately 45% of the instructional staff members canvassed were of the opinion that they had not been adequately prepared.

(3) Other Training

Not all projects visited have implemented staff training efforts beyond that of orientation, and in-service training. Further, no general pattern for determining additional training needs was found.

Some projects had developed training objectives. These, whether articulated or implied by the project's training effort, varied from project to project. Generally, training objectives included the following:

- Improvement of language skills
- Improvement of cultural skills
- Development of local materials and adaptation of existing materials
- Preparation of aides for teacher certification
- Development of a check list for self-rating or monitoring of instructional processes

To achieve their training objectives, the projects implemented varied training efforts, including:

- In-service training
- Summer workshops
- Visits to other BL/BC projects
- Training at federally funded support centers
- Consultant organized training
- University and college courses
- Interpersonal relationships

Most prevalent was in-service training and orientation concentrating on:

- Planning
- Language Development
- Culture of the target population
- Social psychology

In addition to funds granted by Title VII for teacher training, projects generally tried to secure additional funds to enhance staff training and development activities. Funds acquired were being used to support in-service training, summer workshops, tuition at local colleges, and/or visits to federally funded support centers. Some training efforts were paid for by the project staff members themselves. A total of 644 BL/BC staff members were reported as having participated in "in-service training" during FY 1973.

Most frequently mentioned by BL/BC education administrators as essential in training teachers were:

- culture of the target population,
- second language training, and
- BL/BC teaching concepts and methods.

A large majority of the administrators felt that prospective bilingual program directors should be trained in subject areas germane to BL/BC education management and administration. Important to note is the fact that an area of training suggested for both teachers and directors of bilingual projects is "Culture of the Target Population".

Training plans vary widely. For example, we found one project that reported sending their entire staff to study bilingual education teaching strategies during five weeks' stay in Mexico for the last two summers. Other staff training plans and supplementary workshops offered a wide diversity of course content and programs, some of which involved BL/BC education staff members with local universities. In many cases, however, these did not specifically relate to BL/BC education.

(4) Staff Development

Ten of the 34 projects in the study had staff development programs. Projects having staff development plans and programs evidenced a variety of activities, most of which appeared to be co-mingled with pre-service, orientation and in-service training. For instance, several projects listed pre-service workshops as well as in-service workshops and training as part of their staff development program. Projects varied, as to linking staff development with career ladders or a merit incentive program within the school system, to no apparent effort at tying staff development to any incentive or career ladder program.

It should be noted that some projects through their staff development programs, did offer assistance to instructional aides to advance up to para-professional status, and, in long range terms, to professional status through encouragement and incentives to take university training.

b. Conclusions

(1) All teachers employed in the BL/BC education projects were certified. However, not all these teachers were qualified to teach in a bilingual education program. Consequently, there is a lack of formally trained and bilingually qualified teachers to instruct in bilingual education programs. The lack is impacting on BL/BC education project success.

(2) Prerequisites for recruiting bilingual staff members neither require training in bilingual education methodology nor define the degree of bilinguality desired. Teachers for bilingual education programs are being hired using the same procedures ...and in many cases the same requirements...as for non-BL/BC education teachers, although some variations do exist.

(3) Most projects (29) implemented orientation programs. This training brought together both LEA and school staff members.

In assessing instructional staff reaction to these orientations, 45 percent of the members queried stated the orientation sessions had not adequately prepared them.

(4) The most essential training requirements exist in:

- culture of the target population
- second language training, and
- BL/BC teaching concepts and methods.

(5) Generally, implementation of staff training beyond orientation and in-service training was lacking primarily because little had been done to determine additional training needs. However, some training was taking place. For example, 644 staff members (teachers and aides) were reported as participating in staff training. One project was sending its entire bilingual education instructional staff to study bilingual education teaching techniques in Mexico.

(6) Bilingual education staff development appeared to be one of the most pressing needs facing the Title VII program, and if properly planned, could lighten the impact of the shortages currently being experienced.

4. Parent and Community Involvement

a. Discussion

The Parent/Community Involvement Component includes a description of the advisory groups formed at Title VII projects, a review of parent involvement activities, and a review of community involvement activities. The information was gathered by interviewing parents or community residents, members of the advisory groups, the chairman of the advisory groups, and the staff members functioning as a liaison between the project and the community. In addition, minutes and bylaws of advisory groups, project records of parent/community involvement, newsletters, and other records were examined.

(1) Advisory Groups

Twenty-eight of the 34 Title VII projects sampled had organized advisory groups. These groups had a membership of from five to 37 members each. A total of 503 people representing parents, communities and local education agencies were involved. Three hundred seventy seven were parents, 58 were teachers and 68 were community members who had no other connection with the school or project. Ethnically, they represented Mexican Americans, Puerto Ricans, Cubans, Other Spanish, Blacks, and Anglos, as follows:

- Mexican Americans	338
- Puerto Ricans or Cubans	29
- Other Spanish	10
- Blacks	11
- Anglos	115

Generally the groups meet monthly or less frequently--two (2) projects met weekly; thirteen (13), monthly; and thirteen (13) quarterly or less frequently. Ten (10) groups kept minutes and nine (9) had bylaws. Twelve (12) elected a full slate of officers, the rest only had a partial slate or none at all. Thirteen (13) of the advisory groups participated in orientation programs regarding Title VII goals and objectives and twelve (12) indicated they did not have orientation. Five (5) of the advisory groups went through a training program.

(2) Advisory Group Roles

The roles of advisory groups differed. They were reported to review plans prior to submission of a proposal, comment on evaluation plans and procedures, and to serve as a forum for communicating the communities' views on bilingual education to the LEA. Most projects, however, used the advisory group as an informal forum to communicate Title VII information to parents and community representatives. Information was usually communicated by the project director who explained the goals and objectives of bilingual education, outlined project activities, and reviewed other details related to bilingual education.

(3) Parent Involvement

In addition to serving on advisory groups, parents sometimes participated in the instructional activities. Twenty-two (22) projects indicated they had volunteers assisting in the program. When present, volunteers were generally involved in:

- Chaperoning field trips;
- Telling stories;
- Informing pupils of cultural activities of ethnic groups; and
- Assisting in reading and other instructional areas.

Parents also assisted in materials development at four (4) projects, public relations activities at one (1) project, and school nursing and nutritional programs at four (4) projects.

Twenty six (26) of the thirty-four (34) projects encouraged parents to vist the classroom often. Fourteen (14) of these indicated parents seldom visited, or visited infrequently.

Twenty-nine (29) projects scheduled home visits to parents, five (5) did not. Generally, home visits were scheduled quarterly, semi-annually or annually. Home visits were made by the project directors, the teachers, the aides, and the community liaison workers. Home visits were generally scheduled for two purposes:

- To inform parents of their child's progress in school.
- To explain bilingual education to parents.

(4) Parent Employment in Title VII Projects

Twenty-one (21) projects hired parents for staff positions; twelve (12) projects did not have parents on their staff and for one project, this information was not obtained. One (1) project employed a parent as project director and five (5) projects employed parents as teachers. In addition, twenty-one (21) projects hired parents as instructional aides, two (2) projects hired parents as community liaison workers, and two (2) had secretaries who were parents.

(5) Title VII Project Efforts to Encourage Parent Involvement

Generally, Title VII projects attempt to motivate parent involvement in the project. Motivating actions included:

- Providing transportation and baby sitting for parents;
- Scheduling social gatherings at project schools;
- Making home visits to parents;
- Video taping classroom activities for viewing by parents;
- Editing a newsletter on program activities;
- Televising programs on bilingual education; and
- Writing radio announcements and informational programs on bilingual education.

Funds were allotted for parent involvement activities in fourteen (14) of the 34 projects sampled with the amounts allocated ranging from $100 to $1,000. (For two of the 34 projects, information was not obtained or not available.)

(6) Community Involvement

Various community groups contributed their support to bilingual education during the start-up phase of Title VII projects by assisting in planning and organizing community efforts and generating empathy for the projects. Support came from the following groups and organizations: civic clubs, ethnic organizations, community organizations, city agencies, etc.

Community liaisonworkers were funded at twenty-one (21) of the Title VII projects. This worker's function usually entailed coordinating project activities with the community and performing other duties as assigned.

(7) Community Employment at Title VII Projects

Thirty-one (31) of the projects hired a total of four hundred ninety-eight (498) target community residents to work in the bilingual program. This included project directors, curriculum development specialists, teachers, aides, community liason workers, secretaries, and an auditor.

Target community residents were volunteers at fifteen (15) Title VII projects who performed the following activities:

- Assisted instructional aides;
- Tutored pupils;
- Provided social service assistance;
- Provided theatrical presentations; and
- Assisted in recreational activities.

b. Conclusions

(1) Advisory Groups

Advisory groups were organized at 28 (82%) of the Title VII projects studied. Since approximately 73% of the Advisory Group members were parents of pupils in the program, the groups reflected the ethnic composition of the target population. The reactions of LEA staff to the formation of advisory groups ranged from active encouragement to the view that they are a legal requirement to be honored in letter but not in spirit. In some cases, administrators stated that the elected school board adequately represented parent and community interests related to bilingual education. Therefore, some districts did not encourage advisory group activities or considered the advisory groups as informational forums rather than as functional elements of the Title VII program.

Some school districts had advisory groups that served primarily as informational forums. Although these groups did not operate in an "advisory" capacity, they served as a focal point for the Title VII staff to concentrate their parent/community involvement activities, often with persons who had not previously participated in any education groups or organizations. As a consequence, advisory groups in this category were viewed by Title VII staffs as in a transitional state moving towards more active involvement in Title VII and other school activities.

A group of school districts attempted to strengthen advisory groups by actively involving them in program planning and in other activities that contributed to the educational growth of Title VII pupils and parents. In such projects the Title VII staff developed excellent rapport with advisory groups. Roles for the members of the advisory group had been clearly defined in order to increase their effectiveness. Within this set of circumstances the advisory groups made constructive contributions to Title VII projects. On the other hand, some communities did not have strong advisory boards because the school board itself had previously made bilingual education a priority item and actively served as both a forum and a decision-making body for bilingual education matters.

(2) Parent Involvement

The study team concluded that the average Title VII project had occasional parent volunteers who chaperoned field trips and/or provided cultural reinforcement in the classroom by telling stories, explaining customs, and providing insights into the culture of the non-dominant population. The average project had one (1) parent on the Title VII staff who was employed as an instructional aide. Funds were not available, on the average, for parent involvement activities. Home visits were generally made by a Title VII teacher or aide who explained the bilingual program to parents. Information was also communicated to parents through a Spanish/English newsletter published occasionally. Parents participating in this study rated the extent of their involvement as "average".

The exposure of pupils to the non-dominant culture and heritage in the classroom while parents were present tended to enhance self-concept and a sense of pride in the traditions and customs previously ignored by teachers unfamiliar with the target population.

In addition to providing models to pupils through volunteer efforts, employment of parents at 21 of the projects sampled provided additional reinforcement to the concept that the non-dominant culture has a role to play in school activities.

(3) Community Involvement

Community ethnic organizations and groups provided support to Title VII projects during the start-up phase, but that support tended to wane after the project was implemented. Though some support comes from community service clubs and other socially oriented programs, the large share of support comes from ethnic groups and organizations representing a wide variety of interests. For the most part, however, community organizations and groups do not play a crucial role in start-up activities of Title VII projects. Absence of documentation and limited correspondence in Title VII project files indicated the superficial nature of their involvement.

Community input into Title VII planning and volunteer assistance for instructional activities is minimal. Though some projects used community representatives to identify profession and career models for Title VII pupils, most Title VII projects did not do so. Where involvement from parents and the community was sought, efforts were concentrated on parents. Efforts to involve the community usually meant disseminating information about bilingual programs.

Community volunteer efforts have not provided the projects with additional manpower to improve instructional activities to any appreciable extent.

5. Planning, Evaluation, Management and Administration

a. Discussion

Included in the function of managing Title VII projects are the subfunctions of planning, evaluating and administering actions undertaken by BL/BC education projects. These activities are basically the responsibility of the project director, who, as the top level manager of the project, must concern himself with the task of identifying and solving problems. This paragraph deals with these types of activities in bilingual education projects.

(1) Planning

Within the framework of BL/BC education projects, the planning component includes:

- The assessment of needs;
- The development of bilingual education instructional plans;
- The planning process; and
- The implementation of project plans.

The information included in this paragraph was gathered by interviewing project directors, LEA administrators, evaluators and auditors, and other BL/BC education project staff members. In addition, project records and files were examined including preliminary funding applications proposals, reports generated for the assessments of needs, and evaluation, audit, and other reports.

(a) Needs Assessment

The process for developing assessments of need for BL/BC education projects followed one basic pattern: the LEA administrator or the "Director of Federal Programs" identified a person responsible for conducting the assessment. When necessary, that person assembled a team which included other LEA staff, prospective BL/BC education staff members, community representatives, and/or consultants. The tasks required for completing the assessment fell into three categories as follows:

- Collecting data to document language dominance, language competence, educational deficiencies and socio-economic characteristics of the target population.

- Analyzing the data to determine the appropriateness of implementing a BL/BC education program.

- Producing a written report on what existed.

To accomplish the assessment task, the team first reviewed available data and reports and/or designed instruments for the gathering of desired data. Previously completed ethnic surveys, linguistic reports, scholastic achievement records and other relevant materials available to the LEA were studied and significant data extracted for analysis. The report, with findings and conclusions from the assessment of needs, was then disseminated to LEA administrators, school board members, and/or incorporated into the preliminary or initial proposal for Title VII funds.

Thirty-two of the thirty-four (34) Title VII projects studied included an assessment of needs in their initial proposal. This assessment attempted to address the areas of language dominance, language competence, educational deficiencies and/or socio-economic characteristics of the community. Thirty (30) projects actually documented one or more of the above areas in their needs assessment. No project documented all four areas. Two (2) projects did not document any of the four areas. Generally, we found that the documentation had been accomplished in a perfunctory manner--primarily to meet the requirements of guidelines. For example:

- Inadequate investigation and documentation of language dominance and the linguistic competence of target pupils hampered the designing of effective Title VII programs.

- Adequate instruments for investigating the four areas of the assessment of needs to gather sufficient baseline data useful and/or necessary for planning BL/BC education projects were not available.

- LEA's needs were not listed in that priority which could best be met by BL/BC education programs.

- Initial assessments of need were not revised or updated to reflect current data and/or changes in the status of the target population so that it could be more useful as a bilingual education planning tool.

- The LEA program developer and the Title VII project director tended to dominate the input for development of bilingual education plans.

(b) Bilingual Education Plans

All of the 34 projects in the study either articulated long-range goals or five-year objectives. Twenty-six projects included both long-range goals and five-year objectives.

We examined long-range goals to determine to what extent projects aimed at developing language proficiency, transferring Spanish usage to English, implementing continuous bilingual/bicultural education, assuring social acceptance, and/or enhancing student achievement. Thirty-one of the plans reviewed identified long-range goals aimed at developing language proficiency in English, and thirty in Spanish. Three plans identified long-range goals of transitioning from Spanish to English by transferring proficiency from one language to the other. Another long-range goal identified was the establishment of continuous bilingual education in the LEA. Nineteen projects had such a long-range goal. In addition, long-range goals relating to social acceptance, and enhancing student achievement were also identified.

Long-range goals were not always consistent with five-year objectives and/or bilingual education plans. Many projects set goals of proficiency in both Spanish and Eglish and establishing continuous bilingual/bicultural education. However, their bilingual education plans then outlined objectives and program activities which did not necessarily contribute to the long-range goals stated.

(c) Planning Process

The process used to develop bilingual educational program plans and prepare grant proposals varied at nearly all projects. To determine the extent of parent, community, and local Title VII staff participation in program planning, randomly selected individuals from each of the above groups were asked to characterize their participation in the planning and program development process. The responses indicated that the local Title VII staff members had participated in the planning and program development process in 28 planning efforts, parents and community members in 15. One project reported no participation by any of these groups in its plan development.

Staff members, parents, and community representatives who indicated they contributed to the planning process were asked to characterize their participant roles in this process. Each group indicated their roles covered a variety of activities. For example:

- Staff roles in the planning process ranged from modification of curriculum plans to designating planning teams which met to plan program activities. Some project directors formed planning teams by naming a teacher from each school to a planning committee. Others conducted staff reviews of major components prior to completion of the continuation proposal. Some directors allowed their teachers autonomy in planning individual areas but consulted with them during planning of the continuation proposal. Another method of participation was to organize teachers by grade level to develop plans which were incorporated into the continuation proposal. In effect, no common processes or techniques were identified.

- Parents' roles in the planning process included reviewing plans at the advisory group meetings or reacting to plans presented at PTA or other school organization programs. In addition, some parents reacted to program plans by discussing proposals with the staff on an informal, individual basis.

- Community representatives had the least input into the planning process. They participated by responding to questionnaires distributed by the staff or by making recommendations at advisory group meetings.

  Each of the thirty-four (34) Title VII projects sampled articulated a rationale for choosing the approach pattern or method of teaching bilingual/bicultural education. Twenty-five (25), or 73%, of the projects, regardless of the approach pattern or method chosen, advanced a rationale that centered on meeting pupil needs by offering instruction in the pupil's dominant language in order to increase his education potential. One project varied from the above pattern by selecting their approach to bilingual/bicultural education to correspond with teacher strengths. Another stated that curriculum guidelines previously established by the school board determined the approach chosen. Others based their rationales on still other criteria.

(d) Plan Implementation

Evidence of program plan implementation was reviewed. Implementation of plans, as written, were categorized as 'much in evidence', 'some evidence' and 'not evident.' Program plan implementation was 'much in evidence' at 23 projects; ten projects exhibited 'some evidence.' However, the information gathered revealed discrepancies between planned programs and actual program implemented, e.g.:

- One school had shifted grades from K-3 to 3-6 grades. As a result we only gathered data on the 3rd grade.
- One project planned to use Spanish as the language of instruction in the 1st and 2nd grade 75% of the time. However, English was used over 50% of the time.
- Another project planned to use Spanish in teaching more than one content area. In actuality, it had no materials in Spanish for the 2nd and 3rd grades.

(2) Evaluation

Initially, Title VII guidelines required that BL/BC education projects evaluate progress in the instruction, staff recruitment and development, materials acquisition and development, and parent/community involvement components. These components were considered to interact and have an impact on improved student performance. In early 1972, the U.S. Office of Education reduced the evaluation requirement to measurement and testing of activities in the instructional component only. The discussion that follows relates only to this reduced evaluation requirement.

(a) Evaluation Objectives and Process

Thirty-two of the thirty-four Title VII projects sampled had developed an evaluation design. All but one attempted to carry out the objectives of their evaluation plan. Several basic problems, however, delayed or hampered the evaluation process. For example, the necessity of translating some tests into Spanish, the development of new instruments appropriate for the target population, and the absence of clearly defined evaluation goals prevented projects from carrying out their objectives. In addition, only a few projects collected useful baseline data related to bilingual education. Though most projects attempted to assess the language dominance of pupils, the language competence in both English and Spanish was not measured.

Most evaluation plans included a complete evaluation schedule and an identification of the target populations to be examined. We found that data collection and test administration functions were carried out by evaluators, project directors, teachers, and instructional aides. Twenty-five or 85% of the projects used evaluators, either internal or external, to conduct their evaluation. Six projects used their project directors to carry out evaluations, while sixteen projects used teachers in the evaluation process.

Evaluation instruments used by BL/BC education projects varied. They ranged from locally developed to nationally normed tests. Thirty-one projects visited made provisions for pre- and post-testing in their evaluation plan. Most projects were searching for tests that are more reliable and valid. In particular, they appeared to be searching for ways to measure gains in the affective domain. A wide range of objectives was being addressed by various instruments at each project. These instruments appeared to have been changed as evaluation results indicated the need for revision of the initial design.

(b) Use of Evaluation Reports

Twenty-nine projects reported that the results of evaluation were used by projects in three categories: program planning, project management, and project operations. Specific instances within these categories of the projects' use of evaluation include:

- Development of proposals and yearly plans.
- Staff training.
- Revision/development of objectives.
- Project time line.
- Changes in instructional program.
- Improvement of materials.

The study team could not easily assess the qualitative use of evaluation results either in planning or in day-to-day operations, because evidence of evaluation report utility was not extensively documented.

Most projects indicated that when the evaluator was able to meet regularly with the project director, staff, and teachers to provide immediate feedback, the results of the evaluation had a more positive impact on project operations.

(c) Independent Educational Achievement Audit

Provisions for independent educational achievement audits were evident in thirty-three of the projects studied. One project stated that it did not contract an auditor.

Typically, an audit consisted of at least three on-site visits to the project school which resulted in a Pre-Audit Report, an Interim Audit Report and a Final Audit Report. Activities carried out by auditors included review of evaluation plans, observations of classrooms and interviews with Title VII staff. The audit also included an inspection of evaluation instruments, a review of data collection activities, and a report of findings to the project director. Reports usually consisted of a general statement dealing with the overall evaluation reports by components and recommendations to the project director for consideration.

(3) Management and Administration

This paragraph discussed the information and data acquired relative to the organizational structure, policies and management procedures of Title VII projects. It attempts to assess how Title VII projects followed good management principles. It is organized into four sub-paragraphs:

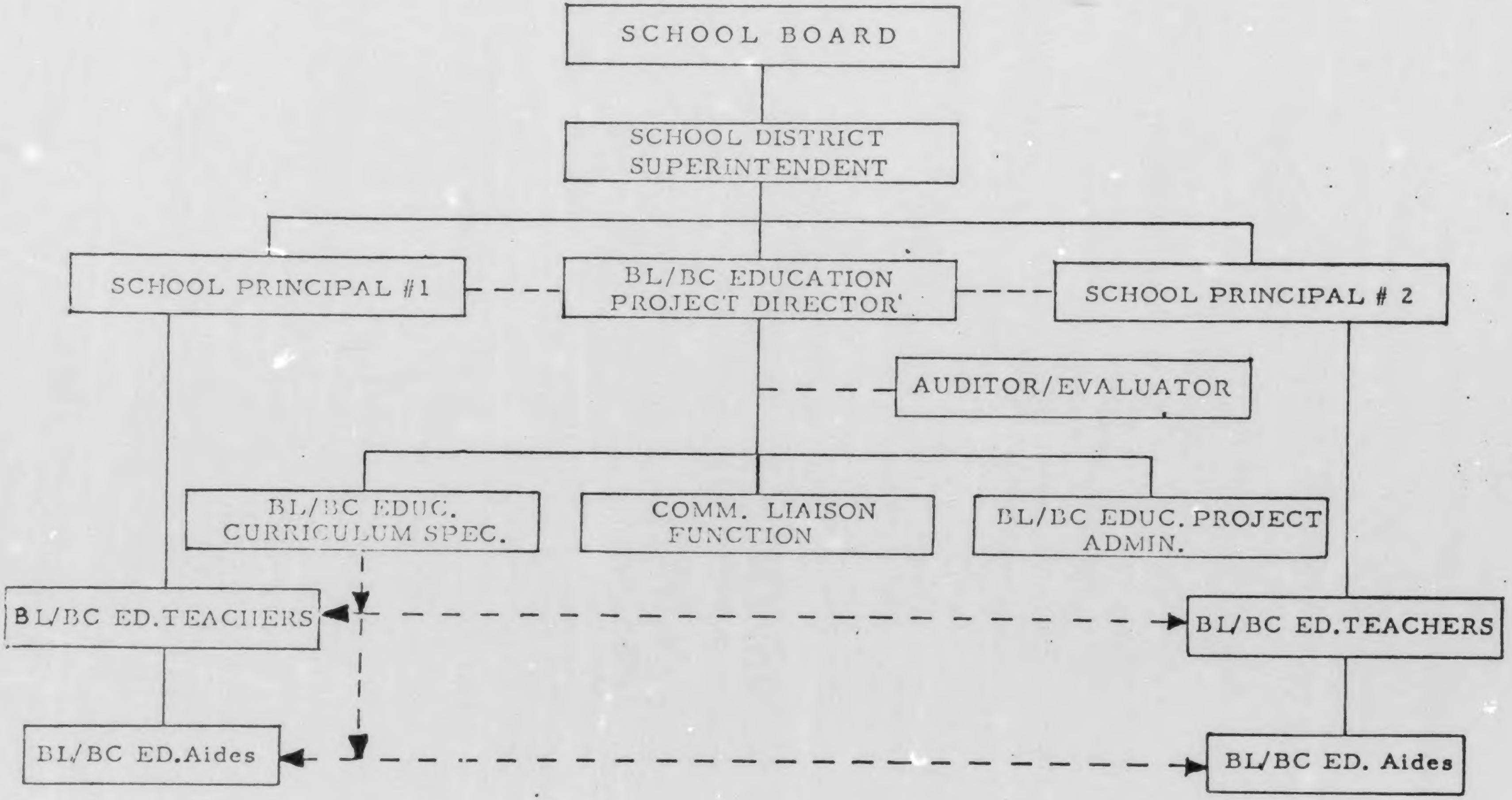
- Organization
- Management
- Personnel
- Reporting

(a) Organization

Projects appeared to be organized to fit easily into the existing organizational patterns of their respective school systems. Twenty-nine, or 85% of the projects studied, were functioning smoothly within the total school organization. Five projects operated with a minimum integration with and support from their school districts. Project plans generally included descriptions of positions, definition of roles, assignment of responsibilities, and authority for decision-making. Figure II-B1 shows the general organization relationships.

Job descriptions for each position were reviewed by the study team at the projects sampled. Twenty-six, or 76%, of the Title VII projects had job descriptions which

TYPICAL PLACEMENT AND ORGANIZATION OF BL/BC EDUCATION PROJECTS


SCHOOL BOARD
SCHOOL DISTRICT SUPERINTENDENT
SCHOOL PRINCIPAL #1
BL/BC EDUCATION PROJECT DIRECTOR
SCHOOL PRINCIPAL # 2
AUDITOR/EVALUATOR
BL/BC EDUC. CURRICULUM SPEC.
COMM. LIAISON FUNCTION
BL/BC EDUC. PROJECT ADMIN.
BL/BC ED.TEACHERS
BL/BC ED.TEACHERS
BL/BC ED.Aides
BL/BC ED. Aides

NOTES:

1. Twenty-three (68%) of the thirty-four projects sampled fit the typical pattern.
2. Nine projects varied in that teachers were directly responsible to both Principals & Project Directors.
3. One project varied in that the Director was directly responsible to the School Principal.
4. One project varied in that the project consisted of two independent components, each with a Director and each assigned to a separate school district. Within school district the typical pattern was followed.

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FIGURE II-B1

defined the role of the prospective staff members; 28, or 82%, defined responsibility and authority; 23, or 68%, specified reporting requirements; and 25, or 73%, defined job qualifications.

(b) Management

In analyzing project management, we found that management varied extensively from project to project with respect to project directors' responsibilities, procedures, work plans, communication networks and monitoring systems. For example, 23 project directors had supervisory responsibilities, while 20 had management responsibilities. Authority delegations also varied. Twenty-seven, or 79%, of the project directors indicated that in their opinion they had sufficient authority to carry out their responsibilities.

(c) Personnel

For the most part, personnel were assigned from local school systems to fill special positions in the project. In general, the only personnel funded by Title VII funds were project directors, teacher aides, consultants, and specialists. Teachers were generally paid by the local education agencies.

In selecting the project director, several criteria were used: academic and administrative background, teaching experience, experience with BL/BC programs, language competency, and familiarity with the community. Bilingual education and experience was given highest priority for selection of directors by 26 of the projects. In all but four cases, qualification prerequisites for bilingual project personnel were similar to those for other school system employees. Three of the four exceptions had an additional requirement that the project staff be bilingual and in the other, personnel in the project were not eligible for tenure under state law. All of the projects sampled indicated that they were following Federal Equal Employment Opportunity guidelines. However, there did not appear to be consistent hiring practices or uniform means of notifying parents of job openings.

b. Conclusions

(1) Needs Assessment

Assessments of need are usually completed by the LEA staff. Often, persons performing this task followed Title VII guideline suggestions in a perfunctory manner by using outdated reports and surveys as documentation. Some of these previously completed efforts documented general needs of the total community and of the local school without focusing on the target pupils actually planned to be involved in the proposed program.

Though information gathered to document educational deficiencies and socio-economic characteristics of the target population provided some baseline planning data, documentation of linguistic competence vital for designing an effective program was generally not collected. Projects did not have standard or uniform approaches to assessing language dominance. Therefore, BL/BC education projects did not assess language competence.

(2) Bilingual Education Plans

Persons involved in developing bilingual education plans rely heavily on the assessment of needs and studies of other operational programs. The educational program plans developed, however, did not always relate to the findings of the assessment of needs and/or the needs of the pupils who ultimately enrolled in the program. This probably is a function of the manner in which the assessment of need was developed and its immediate relevance to the desired bilingual education plan. While some projects with high percentages of Spanish dominant pupils began with instruction in the dominant language and later moved to equal time approaches, other projects began with equal time instruction and increased the percentage of English.

(3) Planning Process

Project directors or the LEA program developers tend to dominate the planning process for a variety of reasons. For example, at projects in small LEAs with limited or inexperienced staff, the director was often the only person knowledgeable about bilingual education. On the other hand, at some large projects in metropolitan areas LEA participation was difficult because of the dispersed locations of project schools. Similar problems resulted in minimal input from parent or community representatives.

(4) Evaluation

Thirty-three of the 34 BL/BC education projects visited had developed an evaluation plan, primarily to meet guideline requirements for the instructional component. However, the projects were experiencing difficulty with the validity and reliability of evaluation instruments. Instruments to effectively measure gains in the affective domain were inadequate.

Most BL/BC projects used the Metropolitan and the Peabody test in their evaluations. California projects used the California Achievement Test for their baseline data. Nine of the projects were using the evaluation instruments primarily for baseline data only. Some projects were found to be exploring new tests that may be more reliable and valid.

(5) Management and Administration

Title VII projects were organized to function within the regular school system and structure. Organizational charts showed this relationship and corresponding lines of authority. Management procedures, time lines and related work plans plus statements of authority delegations existed. Authority appeared to be delegated commensurate with responsibility with the possible exception of that authority delegated to project directors. Project management varied extensively from project to project with respect to the project director's responsibilities.

C. Impact of Policy Issues

1. Discussion

Inherent in current efforts underway to implement the bilingual-bicultural (BL/BC) education concept in the U.S. is the need to develop sound policies, funding procedures and other related administrative and operational methodologies to assure the orderly implementation of the concept, provide assistance to States and LEA's in implementing the concept, and to promote standardization in concept implementation.

Currently, the U.S. Office of Education has developed a body of policies, guidelines and procedures which impact on the initiation and operation of bilingual education projects. Included are:

- the implementation of a "seed money" theory for funding bilingual education projects;
- the funding of bilingual instructional materials dissemination projects;
- the funding of bilingual curriculum development projects;
- the funding of bilingual pupil placement and/or assessment model development projects; and
- the publication of guidelines for the initiation, management and operation of these projects.

Since these policies--or strategies--are inherently parts of the relatively new bilingual-bicultural education concept, some perspective was needed to illuminate how they were affecting local bilingual-bicultural projects as seen through the eyes of project directors, Local Educational Agency (LEA) administrators, and other BL/BC education project staff personnel. To this extent, a series of questions were developed with the goal of obtaining an insight as to local community, project staff and/or LEA staff opinions on the value, effect and desirability of the policies.

a. Questions and Related Responses:

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In general, the responses given to our Policy Issue questions were broad in content, substantive in depth, and quite varied. For example, the question, "How could OE improve its technical assistance to projects in the Start-up phase?" evoked over 50 different responses from project directors, curriculum specialists and BL/BC teachers. Of necessity, and due to the magnitude of similar but differently expressed comments, these responses had to be condensed for analysis.

b. Considerations:

(1) Bilingual Education Project Funding

In granting assistance to areas desirous of implementing BL/BC education projects, a policy was developed which centers on gradual Federal funding assistance phase-out*. In effect, local school districts are provided with "seed money" to start BL/BC education projects with the intent that this funding will pay for initial project development work as well as for initial staff training. After an initial period of Federal funding, this support is gradually phased out and the districts and/or states are expected to assume partial--and eventually total--funding responsibilities. The following questions were posed to LEA representatives, project directors and Local Advisory Boards in an attempt to illuminate local thinking with reference to BL/BC education funding policies.

"Does the local district subscribe to the 'seed money' theory?"

"How much time do you feel should be allowed for Federally supported developmental work in a BL/BC project?"

The responses to the first question indicated that thirty (30) LEAs concurred with the 'seed money' theory. However, thirteen (13) of these LEAs felt that three years was too soon for Federal funding phase-out. The responses to the second question indicated that most LEAs (20) felt that five or more years should be allowed for funding phase out. One LEA felt that the "Feds should never move out." Of interest was the fact that some LEAs felt they would never be able to fund project models duplicative of the one currently in operation. They questioned their capability to fund kindergarten grades, instructional assistants, and/or community or bilingual curriculum specialists. Some, though cognizant of the political and community pressures being exerted, did not really think that the community was prepared to fund projects to the extent that Federal funding--with local or state funds supplementing--allowed. In essence, the concensus appeared to be that the Office of Education should continue to provide funds for those expenses not normally incurred by the LEA in providing education to its community.

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*Projects are given money for five years but at the third year they are expected to fund any grade started during its first year of operation.

There was some evidence that LEAs are currently paying significant BL/BC education costs. For example, 27 LEAs are currently paying for all or some teachers, 20 for materials, 17 for some or all staff training and 13 for some or all aides. The question:

> "After a project is no longer federally funded will funds be provided by other local or federal sources? If so, what will local funds pay for?"

resulted in the following:

- Twenty-seven LEAs indicated local funds would be provided.
- Seven LEAs either had no information on the subject or were not sufficiently advanced in their plans to provide a valid answer.
- Twenty LEAs indicated they would pay for teachers, eighteen indicated they would pay for materials and eleven indicated they would pay for aides.

The question:

> "What provisions are being made by the LEA to absorb the BL/BC education program into the existing educational structure after the federal phase out occurs?

resulted in a wide variety of responses. They ranged a full spectrum from, "Teachers and the Project Director are already a part of the regular school staff." to "LEA already has increased the number of classrooms in operation not funded by Title VII, 49 classrooms in all."

(2) Availability of Staff Personnel

In addition to the qualifications required of all administrative and instructional personnel in a school system, BL/BC education project staff members must also possess competencies unique to BL/BC instruction. These include functional competency in:

- The two languages of the project
- Language teaching methods
- Use of the languages as a medium for instruction
- The heritage and culture of students' ethnic groupings

Since most Title VII projects may have been funded prior to the development of curriculum for training BL/BC education teachers, it was considered desirable to obtain expressions on the availability of bilingual staff members and of actions being taken locally to minimize the impact of the non-availability of fully functional bilingual education project staff personnel.

The question,

> "Is there now a sufficient supply of adequately trained bilingual education teachers in this district? If not, how long do you think it will take to train an adequate supply?"

was asked from all project directors and LEA administrators interviewed. Responses from twenty-seven projects indicated significant or severe shortages. Most difficulty in obtaining qualified staff members was being experienced by three and four year projects(19), and projects operating amongst Mexican American ethnic groups (15). Generally, a shortage of BL/BC education teachers exists, and unless timely actions to qualify BL/BC education teachers are implemented, this shortage will prevail for a considerable number of years.

In trying to define actions being taken to alleviate BL/BC education personnel shortages currently being encountered, a series of questions were asked. For example:

- "Are non-Title VII teachers in the local school district receiving BL/BC education in-service training? If so, how much in-service training is being conducted and how is it being funded?"

- "Who conducts in-service training?"

- "What areas of training do you believe are essential for prospective BL/BC teachers?"

Responses to these and other questions relating to BL/BC Education Staff Recruitment and Development and their subsequent analysis indicated that many non-Title VII teachers (teachers not assigned instructional duties in a Title VII BL/BC education project) were receiving BL/BC education training. Prevalent areas of instruction were: language teaching techniques, materials development, reading, mathematics, Spanish/English writing; instructional content areas in Spanish, social studies and English.

One project had no source of funds for training. In six projects, a combination of personal, private foundations, local, state and Federal funds were being used for this purpose. In 3 projects Title VII funds are the only source of income used to train personnel.

(3) Dissemination of Project Information

The objectives of the interviews with project directors and their staffs were in part to elicit comments which would illuminate project activities with reference to model building, replicability and dissemination of project information. Answers to many questions designed to meet this goal were sought. For example:

- "Do project personnel feel their project is replicable?"

- "Are there any projects that the director and his staff can cite that replicated this project's efforts?"

- "Have State level administrators made any attempt to replicate this project's activities anywhere else?"

Ten (10) projects provided evidence of their impact in motivating others to organize and implement similar programs. Thirty-one projects had been visited by other organizations interested in BL/BC education.

Most projects (30) felt their program could be replicated elsewhere. Over half (19) of the project directors queried knew of no specific state action attempting to replicate similar projects elsewhere.

(4) Improved Technical Assistance

A prime thrust of the study was the solicitation of suggestions and recommendations, or the seeking of ideas which, in the opinion of project directors or LEA administrators, would enhance the U.S. Office of Education's capability to assist prospective BL/BC education projects to successfully implement programs. Questions such as:

- "What kinds of technical assistance are the most essential for project start-up?"
- "How could OE improve its technical assistance to projects in the start-up phase?"
- "Do you feel that there are other functions which should be performed by a Support Service Center with a national focus?"

were developed specifically to encourage the expression of ideas and/or the making of recommendations.

The question "What kinds of technical assistance are most essential for project start-up?" when posed to project directors elicited the following responses:

Management, Administration and Contracting Assistance	15
Teacher Language Training Assistance	10
Curriculum Development Assistance	8
Assistance in Identifying Sources of and Materials Available	7

In addition, all directors queried made additional comments which led to the conclusion that some technique should be implemented which provides a pool of qualified specialists whose purpose is to respond to requests for technical assistance in a wide spectrum of specialties.

2. Conclusions

a. Project Funding:

- Most local educational agency officials subscribe to the technique of phasing out Federal funding for support of bilingual-bicultural education (the "seed money" theory). However, LEA officials indicated that they would not be able to continue activities which are not a normal part of their program, e.g., a kindergarten.

- LEAs are paying for the funding of portions of BL/BC education projects, especially in the areas of:

  - Teacher and teacher aide salaries,
  - Project staff training, and
  - Materials and logistic support.

  Most LEA administrators believe that with some exceptions their districts will continue to support bilingual-bicultural education as part of the standard school curriculum after Federal funding is phased out.

- There is a need to enhance both the community's and the LEA's understanding of and appreciation for BL/BC education and its goals, in order to both maintain and increase current state and local funding for BL/BC programs.

b. Training and Orientation of Staff Personnel:

- A shortage of adequately trained BL/BC education teachers currently exists. Unless timely action is taken, this shortage will most likely persist for a considerable number of years.

c. Dissemination of Project Information

- In their attempt to disseminate BL/BC education project information, 31 projects had been visited by other school systems and organizations interested in the BL/BC program. While eleven projects reported little or no dissemination, ten projects provided evidence that they had had an influence in other BL/BC programs being implemented.

d. Providing Improved Technical Assistance:

- For project start-up, the following kinds of assistance are most essential:

  - Administration, contracting and management assistance,
  - Teacher language training assistance,
  - Curriculum development assistance, and
  - Assistance in identifying sources of available instructional materials.

  A general feeling exists that there should be a pool of well-qualified specialists to respond to requests for technical assistance in a wide range of specialties.

e. Other Conclusions:

Title VII projects are causing institutional change at the local level. Positive evidence of this could be observed in the attitudes of administrators and teachers. Significant was the manner in which local and state funds are being used to pay for portions of the costs incurred in:

- BL/BC education activities.
- Implementation of bilingual education concepts into the total school system.
- Integrating BL/BC education projects into normal school organizations and operations.

As a result, new awareness, respect and cooperation is being fostered between project parents and members of the school staff.

D. Appropriateness of "Special (Support Service Center) Projects"

1. Discussion

When the bilingual education program was first funded, there were few or no curriculum models available. Instructional materials were also lacking. The U.S. Office of Education felt that if the Title VII Education Program was to attain momentum, the same quality of materials must be available in the language of the target communities as was available in English. To accomplish this, a materials acquisition effort was initiated in an attempt to:

- Develop new and/or adapt existing materials;
- Import materials from other countries.

The study team was required to study the following four special projects:

- The Materials Acquisition project, San Diego, California
- The Dissemination Center for Bilingual/Bicultural Education Materials, Austin, Texas
- The Multilingual (Spanish/English) Assessment Center, Stockton, California
- The Spanish Curricula Development Center, Miami, Florida

It should be noted that the Materials Acquisiton Project and the Dissemination Center are more accurately described as support centers, while the Multilingual Assessment Project and the Spanish Curricula Development Center are engaged in developing materials and other products. Therefore, only the former two centers have been servicing Title VII K-3 project communities. The latter have used Title VII K-3 projects only for field testing purposes. At a later date their products will be disseminated through the Dissemination Center or other designated agencies.

- The Materials Acquisition Project

  The idea of a Materials Acquisition Project was conceived in the Office of Education in 1970, and was initiated in FY 1970-71. The purpose of the project was to search out those instructional materials that would prove most useful to Spanish and Portuguese bilingual programs in the United States. The long-range goal of the project was to make available to teachers of elementary and secondary bilingual-bicultural education classes in the United States information concerning instructional materials currently published in Spanish or Portuguese-speaking countries.

- The Dissemination Center for Bilingual-Bicultural Education Materials

  The Dissemination Center for Bilingual-Bicultural Education serves as a national clearing house for BL/BC education instructional products and professional information services. The Center, with headquarters in Austin, Texas, bases its operation primarily on a practical application of materials assessment, reproduction, and dissemination processes. It also renders professional services to locally operated programs under Title VII.

- The National Multilingual (Spanish/English) Assessment Project

  The National Multilingual Assessment Project has been in operation since 1970. Initially, the program established three major goals:

  - assessment

  - pupil placement

  - teacher training

  Model test sites for the project were established in California, Colorado, New Mexico, Texas, and New York. The current project consists of components at Stockton and Brentwood and has established the following goals:

  - The assessment of skills, competencies, and characteristics of children whose primary language is other than English.

- The development of procedures to be used in determining appropriate pupil placement for these children, and the development of a model assessment board.

- The provision of in-service training programs for teachers who are unfamiliar with children whose social-cultural patterns are different from their own.

- The Spanish Curricula Development Center

The Spanish Curricula Development Center was established in 1970 in Miami, Florida, for the purpose of creating primary block Spanish curricula to support Spanish/English bilingual education programs. Over a period of five years, the center plans to produce, field test, and revise 48 multi-disciplinary, multi-media Spanish curricula kits, of which 16 will be for the first grade, 16 for the second grade, and 16 for the third grade. Each kit will be designed as a two-to-three-week unit and will contain materials for teachers and pupils conducive to the development of five strands of Spanish. These are:

- Spanish Language Arts - Vernacular
- Social Science
- Fine Arts
- Science/Mathematics
- Spanish as a second language

a. A goal of the BL/BC education study was to:

> "Analyze the appropriateness of 'special projects' operating with a national focus to determine the extent to which local BL/BC education projects use or plan to use the products or services of these 'special projects'."

In addressing this goal the study team attempted to determine which services or products of the "special projects" were being used at the local level. It was expected that the information obtained would allow the U.S. Office of Education to enhance the and expand the mission and functions of these projects as necessary to meet current requirements.

b. Knowledge and Use of Support Service Centers

In determining the extent of BL/BC education project's knowledge of all Special (Support Service Center) Projects, the study team asked the question:

> "Are project personnel aware of the existence of Support Service Centers? Are they informed of the services provided by these centers?"

Responses made by project directors indicated that thirty-two projects were aware of all or some of the services provided by one or more service center. Two projects indicated they had no knowledge of any service center or the services available. Included in the 32 positive responses were two projects which were aware of the services provided by the San Diego project only and one project aware of the Miami project only.

The following questions were also asked with regard to Special Projects:

- "Does this project currently utilize a Support Service Center? If so, which ones?"
- "How would you rate the cooperation received? Excellent, good, fair, medium or poor?"
- "Relying on your experience with them, how would you rate quality of services being produced by the Support Service Center?"

Responses to the first question indicated that 26 projects (76%) are currently using the services of either the Materials Acquisition Project, San Diego or the Dissemination Center for BL/BC Education Materials in Austin. Twenty-three projects responded affirmatively for San Diego and 18 for Austin.

Responses to the second question indicated that of the 23 projects responding on rating the cooperation of the centers, 20 rated the cooperation of San Diego as excellent or good and three rated the cooperation fair. No project rated San Diego medium or poor. Only 21 projects responded to this question with reference to the Austin project. Of these, 17 rated Austin excellent or good, two fair and two medium. No project rated Austin as poor.

Responses to the third question indicated that of 20 projects responding to this question with reference to San Diego, 17 rated the services being produced as excellent or good, and three rated the services fair. No medium or poor responses were received. Of the 17 projects responding with reference to Austin, 11 rated the services being produced as excellent or good and 6 rated these services fair. Again, no medium or poor services were made.

c. Materials Available or Under Development at Special Projects

(1) Numerous items of BL/BC education materials have been acquired from foreign countries, i.e.:

From Spain	14,098 items
From Portugal	2,756 items
From North and Central America	2,126 items
From South America	2,459 items

These materials, stored at material acquisition projects, are for the most part, story and instructional books. Since teachers' guides and workbooks are just beginning to come into vogue as teaching tools in the hispanic world, the books as a rule do not come equipped with these aids. A library of 452 current (K-3rd Grade) BL/BC education project developed items and 520 U.S. commercially produced materials relevant to the BL/BC education is also available at the centers.

(2) Efforts are underway to:

- Acquire additional materials from foreign countries;
- Develop BL/BC (Spanish/English) education curricula;
- Develop BL/BC (Spanish/English) education testing materials; and
- Develop BL/BC (Spanish/English) education teacher training materials.

Progress towards culminating the development efforts has been slow and in some cases non-existent. Conversely, the question arises, "Are the materials already available sufficient to fill the need?" Further, development efforts at the local level appear to be duplicative in nature, i.e., all Title VII projects are currently developing materials.

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d. Materials Testing and Validation

Three centers -- MAP in San Diego, the Dissemination Center in Austin, and the Spanish Curricula Development Center in Miami -- are field testing and validating materials for Title VII projects. MAP in San Diego is concerned primarily with testing and validating materials primarily from the hispanic world; Austin is working on materials developed in the U.S. by commercial publishing houses and Title VII projects themselves, while the center in Miami is testing and validating materials and curricula it has developed.

Feedback from field testing of BL/BC education materials being conducted by the above three centers has been slow and inconsistent. Since feedback is essential for making revisions and finalizing instructional materials, finalization and publication is being hindered. At MAP - San Diego, for instance, review of teacher material evaluation sheets showed that most materials acquired abroad are rarely relevant to children's background and experience in the United States. The language is evidently too difficult for those who are not fluent speakers and readers of Spanish. Consequently, the materials are limited in utility and teachers must spend much time explaining difficult vocabulary to make the materials really usable. Teachers' responses from materials being tested at Austin have been limited in number, while the center in Miami has also experienced difficulty in obtaining feedback information from its field trial centers on its Spanish Curricula Kits. The Miami Center has developed new field-test procedures to remedy the feedback process, however.

Twenty-five BL/BC education projects are involved in field evaluation of materials provided through MAP-SanDiego. Feedback is solicited regarding use of materials, their relevancy, language difficulty level, the children's reactions and teachers' opinions. Projects involved in the field-testing efforts are asked to furnish samples of lessons developed for the materials being field tested. About 250 responses from teachers were available to read and study. In reviewing these responses it was found that no compilation of feedback data from field evaluation testing has been accomplished. Therefore, the information was not available.

e. Materials Dissemination:

(1) Special Projects' visibility is somewhat limited, or their range of services not understood by BL/BC projects. This is apparently the result of having limited resources for the

dissemination of information. For example, though six issues of a 20-page bulletin titled Materiales en Marcha published by MAP in San Diego had been published and distributed since July, 1972, there was no formal system for notifying all projects, state educational agencies, local educational agencies, or other interested groups, of newly-acquired and/or developed materials. In some cases school administrators were not aware of the projects or their functions since little or no public information efforts had been generated.

(2) It is possible for dissemination of materials to be adversely impacted by LEA requirements for the ordering of materials. It appears that some LEAs do not allow the purchase of materials except from specified publishers or suppliers. Exceptions to the above, though possible, demanded compliance with detailed and time-consuming administrative requirements which often deter motivation or result in inordinate lapses of time.

(3) The review of special projects indicated that needed tests such as those developed through the Spanish Curricula Development Center in Miami, Florida, and pupil placement materials were available as evidenced at the Multilingual Assessment Center in Stockton, California. However, these materials had not as yet been validated. This, as a matter of policy, appears to constrain the availability of materials until validation has been completed--a time-consuming process.

f. Teacher Training

Teacher training materials have been developed by the Multilingual Assessment Center in Stockton. These generally consist of video tapes and printed documents. For example:

- A "Comprehensive Training Manual," dealing with culturally democratic learning environment, the concepts of field independence and dependence applied to socialization and learning styles, and field independent/dependent teaching strategies.
- "Culturally Democratic Learning Environment: A Cognitive Styles Approach" (substantially the same as above).
- "A Bicultural Process for Development of a Mexican American Heritage Curriculum" (aimed at the high school level).

- "Annotated Bibliography for a Chicano Studies Curriculum" (aimed at the high school level, but suitable as background reading for teachers).

- "Mexican American Values."

However, these have neither been validated nor disseminated, nor have they proved to be adequate in meeting the need for this type of materials.

g. Demand for Additional Support Services

To define "how" support services could be improved, directors and curriculum specialists were asked, "How could support service centers improve their services to you in the following areas?"

- Materials acquisition
- Materials development
- Materials dissemination
- Curriculum development
- BL/BC education training
- Pupil placement
- Evaluation

Directors were also asked:

> "Do you feel there are other functions which should be performed by Special (Support Service Center) Projects?"

A wide variety of answers to these questions were recorded. However, five strong recommendations were highlighted and stood out from the mass of responses. These were:

(1) Disseminate more catalogues and samples of materials and prepare a directory of service centers, together with descriptions of "what they specialize in," for publication and distribution to all bilingual education projects.

(2) Provide technical assistance for the training of teachers and other staff members in material and curriculum design, based on the needs of the local children. It was strongly felt that conferences or meetings with Support Service Centers should be scheduled enabling centers to coordinate their efforts and allowing interchanges of ideas.

(3) Provide a pool of consultants and make them available so that projects can call upon them when needed. Workshops tailored to local needs were also recommended.

(4) Develop a series of pupil placement tests which will allow determination of both language dominance and language competency. No instrument for this purpose is currently available for use by bilingual/bicultural education projects.

(5) Two projects recommended that pupil evaluation tests be developed to fit local needs. The recommendations were strongly made, with logic and rationale,for the position that the tests and the corresponding evaluation designs be developed using exemplary projects as a model. The study team was impressed with the recommendation and noted that Office of Education policy statements regarding project evaluation limited the independent evaluation concept to the determination of pupil progress in BL/BC education. The recommendation appeared to be well tu ned to this concept.

2. Conclusions

a. Generally, bilingual education projects indicated awareness of the Special Projects. Currently, 68% of the projects are using Special Project services. Cooperation received from Special Projects respontents is generally rated as good or excellent; quality of services provided is also generally rated as good or excellent as well.

b. In the opinion of project directors and curriculum specialists, support services can be improved and should be expanded to include services not now provided. For example, two key areas they noted were:

- The preparation of a directory of Service Centers for publication and distribution to all bilingual education projects.

- The provision of a pool of consultants and making them available so that projects can call on them when needed. This activity should be further supported with workshops.

c. Over twenty thousand items of materials are currently available to Special Projects. These materials have their genesis in foreign countries, U.S. publishers and/or other bilingual education projects. They cover a wide spectrum of uses, difficulty levels and approaches to bilingual education. Still, others are being acquired and/or developed without regard to an evaluation of what is needed, what is available that will meet the need and, if nothing is available to meet the need, who will be assigned the task of preparing or developing needed materials.

d. Efforts are being made to test and validate materials. However, these efforts are not well organized and are less than effective. For example:

- Teacher evaluation sheets show that foreign materials tend to be too difficult for American children. These materials appear to be useful only to fluent speakers of the language concerned. Feedback of this information to local bilingual education projects has been slow and inconsistent.

- Compilation of data from field evaluation efforts has been difficult and is minimal.

e. Information from Special Projects, such as MAP-San Diego and the Dissemination Center in Austin needs to be disseminated more regularly, using a planned system on a recurring and scheduled basis. Currently information dissemination is occuring haphazardly.

f. Dissemination efforts geared to imparting information about materials and their availability have been weakened by the lack of educational systems receiving information through a formal and uniform information dissemination system. Since dissemination activities undertaken by Special Projects will become increasingly important as materials development projects come closer to meeting their objectives and since the number of BL/BC Education Projects will continue to increase, the lack of a standard and uniform system for this purpose will be a constraining factor for local projects.

g. Teacher training materials developed at the Center in Stockton range from packages developed for instructional needs to video tapes for BL/BC educational projects. Nevertheless, BL/BC education projects continue to have need for effective training tools that prepare bilingual education teachers and aides for effective classroom instruction.

h. There is an apparent contradiction between the high number of positive responses of the projects regarding the cooperation they have received from the Special Projects, their rating of the Special Projects' quality of services provided, and the high demand for a wide variety of services by the BL/BC education projects. This contradiction may be attributed to five key variables:

(1) The projects may not be totally aware of the variety of services available to them through the Special Projects. This relates back to the discussion earlier on the dissemination of information (or the lack of dissemination) on the part of the Special Projects.

(2) Twenty-six projects indicated that they had in the past, or were currently using the Special Projects . However, it appears from the data that the BL/BC education projects used only a limited number of services provided by the Special Projects. This narrow use may be indicative of a lack of information on the part of local BL/BC education projects about other services provided by the Special Projects.

(3) Closely related to (2) above is the high rating given by the projects to the Special Projects in terms of the quality of services the latter provide. That rating may be only on a limited number of services provided by Special Projects.

(4) The contradiction might also be explained by the study data showing that LEA and/or SEA approval of materials or services acquisition, and the attendant bureaucratic procedures that must be followed to obtain approval, may be an inhibiting variable. Also, the observation that some projects' curricula and/or materials must conform to LEA and/or SEA approved curricula may inhibit the use of the services provided by the Special Projects, thus creating and/or maintaining a high demand for services.

(5) Finally, the apparent contradiction may also have as a contributing factor the manner in which the questions regarding "quality of services" and degree of "cooperation" were phrased by the Study Project in the field data collection questionnaires. Responses by the projects--either positive or negative--could have been influenced by the imprecise nature of the questions.

E. Tabulation and Analysis of Study Project Data

Overview

Three of the goals of bilingual education projects were 1) to compare project success with adherence to fuidelines and relate this adherence to apparent project success, 2) to determine the extent to which bilingual education projects adhere to USOE guidelines, and 3) to identify successful projects and derive a set of successful project attributes.

To achieve the above goals, a series of tasks were carried out: paragraph 1, rating projects according to apparent project success; paragraph 3, computing correlations between guideline adherence and project success; paragraph 4, analysis of data from successful and unsuccessful projects to identify attributes associated with success; paragraph 5 and Table II-E1, postulation, without regard to data and by an independent staff, of factors (i.e. attributes) which might account for project success (Table II-E2); paragraph 6, analysis of data from the 5 most successful and 5 least successful projects to test the hypotheses; and paragraph 7, combination of results from synthesis of most and least successful projects and the hypotheses tests to yield a consolidated set of factors which seem to be associated with project success.

The overall results of this analysis was that 1) there is a substantial variation among projects with respect to guideline adherence, 2) there is variation in success among the projects, 3) there is a tendency for high scores in guideline adherence to be associated with high scores in success ratings, and 4) adherence to some guidelines (materials acquisition and development, staff recruitment and development, planning, and management and administration) is more predictive of project success than adherence to others.

1. Rating and Scoring of Guideline Adherence: This required that each data collection team leader score each project and its components* (on a scale of 1, poor adherence, to 5, total adherence) in terms of their degree of adherence to guidelines. With this technique it was possible to compare the varying degrees of guideline adherence for each project in all functional areas.

2. Rating and Scoring Project Success: This required each data collection team leader to rate each project and its seven components (on a scale of 1, not successful, to 5, very successful) in relation to their apparent success based on the team's perceptions. It should be emphasized that judgements about project success were subjective and not determined by measures of student outcomes (For additional information see paragraph e, page 6).

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*Seven of the eight components listed in Section I-B were used: instruction, materials acquisition and development, staff recruitment and development, parent and community involvement, planning, evaluation, and management and administration. The background information component was inappropiate for rating purposes.

3. Relationship Between Guideline Adherence and Apparent Project Success: The plan for relating guideline adherence to project success centered on measuring the degree of association between rating scores for project successfulness and rating scores for adherence to guidelines by calculating correlation coefficients. This was accomplished by rank-ordering projects by total project success core and total guideline adherence score and calculating a Spearman Rank Correlation Coefficient* between the two sets of ranks and testing the null hypothesis that the two sets of scores were not associated and that the observed value of the obtained correlation coefficient differed from zero only by chance. The value of the obtained correlation coefficient was 0.77. Testing the hypothesis that this value differed from zero only by chance led to its rejection at the .01 level. Thus, it was concluded that there is a strong relationship between the two sets of scores (successfulness and adherence to guidelines). As confirmation, we also found that 4 of the 6 projects identified as most successful were also identified as those which most adhered to guidelines. Further, all the projects identified as least successful were also identified as those which least adhered to guidelines.

4. Discussion of Guideline Adherence

a. Analysis of Guideline Adherence Data

By using data regarding guideline adherence within the seven project components and using "adherence to guidelines" ratings as a basis, the study team isolated those guidelines to which the projects, as a group, most adhered.

Instructional Component

Approximately 70 percent of the projects met the criteria for the instructional program in that "instruction in BL/BC education classrooms included teaching other subjects appropriate to the grade level, in both languages."

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*Siegel, S. Nonparametric Statistics for the Behavioral Sciences, McGraw-Hill, New York, 1956.

Within "Language of Instruction," the greatest project weakness was in "providing for increasing the instructional use of both languages for both groups in the same classroom." Many projects did not teach the history and cultural heritage relevant to the ethnic background of the participants and/or at all grade levels.

Materials Acquisition and Development Component

Nearly half the projects rated scored low on "Acquisition and Development of Materials" and "Content and Availability of Materials." The major deficiency seemed to be in the acquisition and utilization of materials, especially Spanish materials for classroom use.

Staff Recruitment and Development Component

While most programs did provide orientation, the guideline that all personnel receive a thorough orientation was not always complied with. Staff training beyond orientation/pre-service was implemented only in about two-thirds of the projects. Training efforts included a wide range of activities. Some of these activities were supported by Title VII funds. Staff development plans also varied widely and the majority of projects did not perform adequately in this area.

Parent and Community Involvement Component

Most projects adhered to the requirement for forming an advisory group consisting of parent and community representatives. However, many of the projects failed to assure that Advisory Groups function.

Planning Component

Needs were assessed by all but 2 projects. However, in many cases quality in the assessment appeared lacking. Projects attempted to demonstrate educational deficiencies through an assessment of needs. However, deficiencies were ill-defined or could not be alleviated through a bilingual educational program. It was found many projects did not investigate and document all the suggested areas. Where investigations were documented, the sources for the assessment were sometimes not available.

Two-thirds of the projects complied with most of the guidelines requiring "Bilingual Education Plans." The remaining projects were found to be deficient in the areas of stipulating "specific, achievable, long-range goals and objectives."

Evaluation Component

The majority of projects adequately met the guideline criteria set for this component both overall and within each key element. A few projects showed weaknesses in the area of providing an evaluation plan that identifies the objectives of the evaluation effort; outlines the overall approach, and specifies the behavior to be measured. Several projects had deficiencies in the "Evaluation Process." These projects generally failed to insure the reliability of the data collected in the evaluation process. Also, the evaluation process was not carried out by personnel trained and qualified.

Management and Administration Component

Several projects had difficulty in complying with the guideline suggesting "organizational structure should clarify responsibilities, avoid unnecessary overlapping of duties, enhance coordination between working groups, and facilitate the ultimate absorption of project activities into the regular program of the school system." About one-half of all projects had difficulty in exercising authority commensurate with their responsibilities.

b. Identification of Important Guidelines

Inherent in the analysis just described was an attempt to define which guidelines could, when adhered to, point to project success and which guidelines, when not adhered to, resulted in failure. The critical question then, was:

> "Are there any guidelines which, if not adhered to, will generally identify an unsuccessful project? Conversely, are there any guidelines which, when adhered to, assure project success?"

The following are those guidelines which the data and the analysis made identified as those which discriminate between most and least successful projects.

(1) Materials Acquisition and Development Component

- Instructional materials for students should be acquired, adapted, and/or developed in all functional components as follows:
  - Spanish and English language
  - Culture and heritage of Spanish and English-speaking communities
  - Other content areas (i.e., mathematics, science, etc.)
- Spanish/English language materials which evidence the following should be available in the classroom:
  - The cultural and historical heritage of both the Spanish and English speaking children in the program.
  - The various contributions of both the Spanish and English speaking communities to the history of the United States.
  - Descriptions of the Spanish and English-speaking cultures as they presently exist, emphasizing a mixture of the two cultures in the United States.

(2) Staff Recruitment and Development Component

- All project personnel should receive a thorough orientation to project plans and procedures.
- Whenever possible the principal and other school personnel should be invited to participate in orientation.

(3) Planning Component

- Parents, community leaders and BL/BC education project personnel should be involved in planning the program.
- The results of evaluation efforts should be used in developing program plans.
- The BL/BC education project staff should be knowledgeable of the program plan.
- The local BL/BC education program should reflect the approved project plan.

(4) Management and Administration Component

- The project director and each staff member should be delegated the authority necessary to achieve project objectives.
- Project work planning should involve the entire staff.

c. Other Conclusions

We observe from the above that three major component areas are not included, i.e., Instruction, Parent/Community Involvement and Evaluation. In attempting to discover the reasons for this lack of inclusiveness, we determined that:

- Both successful and unsuccessful projects did about equally well in adhering to Instruction component guidelines.
- All projects in the least successful group had many weaknesses in Parent/Community Involvement. However, half the projects in the most successful group also evidenced the same weaknesses. Further, about 70% of all projects had performance ratings less than satisfactory on each key element of this component.
- In Evaluation most projects in the successful group met the guidelines; but so did more than half the projects in the least successful group.

The above plus the desire to test the hypothesis that the guidelines identified did not really discriminate between successful and unsuccessful projects, led us to the following:

- either the data gathered or the ratings given were significantly imprecise, or

- compliance with guidelines, while providing an administrative base for bilingual education project approval and funding, do little to assure successful day-to-day management and operation.

We reviewed and tested the preciseness of the data gathered and the ratings given with the end result that we assured and validated our findings as based on the data and as that data was operated on by our analysis technique. This led us to consider the adequacy of the implied, suggested, and legal requirement guideline statements used by field teams during the data gathering visitations and consequent process evaluation and rating. We noted the following:

- Guidelines, in general, support and direct the administrative functions of applying for funds, granting of funds and initial implementation of proposed project plans. They do not truly address the more operational or qualitative functions of day-to-day project management and control.

- OE guidelines appear to have little impact on project management and control. This is really the realm of LEA or State Education Administrators. Therefore, the guidelines, unless specifically mandated as requirements of law, are in reality suggestions which may or may not be implemented.

- There is no true management link between the Office of Education and lower level, local Title VII projects.

5. Discussion of Project Success Data and Successful Project Attributes

Overall project success scores having been assigned, the projects were ranked, highest to lowest, based on the assigned score. A cummulative percent distribution of the number of projects receiving each success score was then tabulated. An 85th percentile cut-off point was then used to identify those projects considered most successful. Similarly, those projects which fell at or below the 15th percentile were identified as the least successful projects.

Six projects had a percentile rank of 85 or better; five projects had a percentile rank of 15 or less. It was interesting to note that all 'most successful' projects had been in operation for at least three years. However, three of the five 'least successful' projects had also been in operation for over three years.

Similar to 'project success,' but using scores assigned in guideline adherence scoring, the projects were rank-ordered from highest to lowest in order to identify those projects which most -- or least -- adhered to guidelines. This also resulted in six projects having a percentile rank of 85 or better and five projects a percentile rank of 15 or lower.

Having identified 'successful' and 'unsuccessful' projects, both overall and by component, the BL/BC education study team was assigned the tasks of defining successful project attributes. This entailed a component by component analysis of each successful project narrative and questionnaire, synthesizing the information therein, correlating it with an evaluator's comments and impressions, and recording those aspects of the component which were considered exemplary. This procedure was followed for each component and resulted in a listing of 12-30 statements of exemplary attributes for each component. These statements were then further analyzed by the study team and a preliminary listing of attributes of successful projects were explicitly defined. In addition, a judgemental order of importance or merit on a scale of 1-5 was assigned to each attribute, with 5 being the most important and 1 being the least important. Following on Data Table II-E1 are the end results of the above task: a listing of successful project attributes.

6. Discussion of Hypothesis Analysis Data

Hypothesis Analysis was added to the analysis plan in order to provide greater depth. It involved the independent postulation of hypotheses based on key factors considered critical to project success, the testing of these hypotheses, and the computation of correlation factors between the hypothesized factors, project success and guideline adherence. This was designed to provide additional data on the key guideline and success factors identified.

a. Analysis of Hypothesis Analysis Data

Hypothesis analysis yielded sufficient data to test the degree of correlation between the ranking of project performance on the key hypothesis function for 18 hypotheses and project rankings for component success, guideline adherence and overall project success. The criterion used for rejecting or accepting each hypothesis was:

"For a non-directional test, a spearman rank order correlation coefficient of 0.63 is required to reject the hypothesis (that the scores are unrelated) at the 0.05 level."

The results of this analysis are summarized on Data Table II-E2. In general, the table shows that most hypotheses were accepted as they were highly correlated with the other factors.

b. Conclusions from Hypothesis Analysis Data

The three measures used to arrive at bilingual education project proficiency (guideline adherence ratings, project success rating, and high correlation hypothesized factors) are highly interrelated and their results mutually supportive. The above is important as a reinforcement of the key factors, or success factors, isolated by our various analytic techniques. In general, each technique highlighted the same factors. Thus, the analytic support lends further credence to the factors isolated as being important to project success.

7. Hypothesis Analysis/Project Success Attribute - Comparative Analysis

The hypothesis analysis technique in most cases supported the successful project attributes identified on Data Table II-E1. It also provided some new and deeper insights into the key factors in a project's success. An examination of rank order correlation coefficients of the key factors identified by all techniques has led to the overall conclusion that the following factors are the most critical to a BL/BC project success in the order listed:

"Successful BL/BC Education Project Attributes"

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Successful bilingual/bicultural education projects:

- At Start-up -

- Recruit and appoint a bilingual, experienced educator/administrator/manager to the office of project director ⑤
- Assign total responsibility for BL/BC education, including instructional staff, to the director ⑤
- Recruit bilingual/bicultural teachers and instructional assistants whenever possible ⑤
- Assure that teachers have: ⑤
  - -- Experience teaching the target population
  - -- Empathy for the target languages and cultures
  - -- Specialized training in ESL and SSL teaching methods
  - -- Motivation and dedication for BL/BC education concepts
- Develop an advisory committee with representatives from project staff, the parent group, and the community, oriented in BL/BC education, which advises on program planning, evaluation, and other project activities ③
- Assure that a "Planning Team" is identified and that the team develops and maintains current a plan which: ⑤
  - -- Defines and documents bilingual education needs
  - -- Definitively assesses LEA's bilingual education capabilities
  - -- Identifies, analyzes, and proposes solutions to problems
  - -- Establishes goals, objectives, and action items
  - -- Establishes standards for measuring accomplishments
- Assure that the planning process actively involves the LEA staff, BL/BC education project teachers and aides, and community representatives, including parents ⑤
- Assure that well designed BL/BC education curricula which develop language competency, academic skills, and cultural heritage are implemented. This is evidenced by: ⑤
  - -- Spanish and English being taught as a first or second language according to the needs of the students
  - -- One or more academic subjects being initially taught in the dominant language
  - -- Experiences being provided which develop the student's awareness and appreciation for both cultures
  - -- Innovative teaching practices being used in the development of the BL/BC education program
- Assure that all sources of materials are explored, exploited, and that selection and/or development of materials is a task shared by the total BL/BC education staff -- including consultants and, if possible, parents and community ④
- Provide a working plan containing time-phased milestones and systematic techniques for monitoring planned accomplishments and for reporting problems and implementing problem-solving actions ⑤
- Acquire, adapt, and/or develop materials in the target language and in all subject areas so that ample supplies are available in all BL/BC education classrooms ⑤
- Assure staff training is accomplished as a team or group effort and emphasize: ④
  - -- Working together in the classroom
  - -- Joint problem solving
  - -- Professional advancement in an individual career ladder

NOTE: The circled number denotes the relative order of importance on a scale of 5. (most important) to 1 (least important). See paragraph 6, this section.

91

Successful bilingual/bicultural education projects:

- During Operation -

- Actively implement the plan, as written, or timely modify the plan to reflect what has been implemented ③
- Provide in-service staff training at least bi-yearly, weekly staff meetings, curriculum enhancement sessions, tests, and report reviews ⑤
- Motivate teachers to use innovative teaching practices in the instructional program ②
- Use instructional aides as instructional assistants rather than classroom helpers ④
- Implement a well-defined evaluation plan designed to: ⑤
  - -- Measure progress towards meeting objectives
  - -- Identify problems and suggest solutions
  - -- Make "evaluation" an integral part of instructional and management program
- Make continuous assessments of staff training needs and provide mandatory, in-service training during the year ⑤
- Involve parents in BL/BC education activities so that they visit activities frequently and volunteer to assist in BL/BC field and cultural activities ②
- Provide for clear administrative practices which enhance communications at all levels and with all project elements ④
- Provide an organizational chart which clearly defines lines of authority and details job descriptions for each member of the BL/BC educational project staff ④

DATA TABLE II-E1

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RESULTS OF HYPOTHESIS ANALYSIS

DATA TABLE II-E2

Hypothesis and Key Factors by Component	Acceptance of Hypothesis in terms of: Component Project Success	Component Guideline Adherence	Overall Project Succe
INSTRUCTION			
1. "Projects rated as highly successful will individualize instruction wherever necessary by techniques such as (a) small group instruction, (b) individual tutoring by teachers, aides, or others, (c) use of individual, self-pacing instructional aids such as kits and automated teaching devices which make it possible for the learner to progress at his or her own rate, and (d) selecting materials on the basis of interest and abilities of the individual learner or small, homogeneous groups of learners."	2/	2/	Yes
2. "Projects rated as highly successful will (a) utilize a wide variety of personnel resources other than regular teachers on a systematic basis, and (b) utilize such personnel in a variety of ways (e.g., staff development, materials development and selection, assistance in classroom, etc."	Yes	2/	Yes
3. "Projects rated as highly successful will utilize systematic assessment procedures on a frequent basis in order to diagnose learner needs and monitor the learning process. Such assessment procedures will include (a) teacher or program constructed tests measuring local curriculum objectives (particularly of the criterion-referenced type), and (b) systematic observation and record-keeping on individual students by the teacher or aide."	2/	2/	2/
MATERIALS ACQUISITION AND DEVELOPMENT			
4. "Projects rated highly successful will use the following criteria for the selection of materials: a) Materials should be relevant (pupils should identify with the content of materials); b) Materials should be appropriate for age and grade level; c) Quality of language should be high in both Spanish and English materials; d) Materials should cover a wide range of difficulty; e) Materials should be relevant to project curriculum; f) Materials should be relevant to educational needs of the pupils."	Yes	No	No
5. "The most successful projects will make regular use of audio-visual aids, techniques, and materials, using newly developed technologies as appropriate."	Yes	Yes	Yes
STAFF RECRUITMENT AND DEVELOPMENT			
6. "Projects rated as highly successful a) will require teachers to be bilingual, or will provide sufficient in-service training to teachers to achieve this goal; b) will select instructional aides primarily from the target community, and will provide an orientation and/or in-service training program to increase skills needed to assist teachers and aides in instructional areas; and c) will assure that teacher and teacher aide competencies in instructional areas will be maintained through an ongoing in-service training program."	Yes	Yes	Yes

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1/ The criteria for Acceptance of the Hypothesis was a correlation coefficient of 0.63 or higher which is significant at 0.05 level.

2/ Anomalies in the data for 3 projects and insufficient data in some areas combined with informal team observations has led us to conclude that these hypothesis should be considered as accepted.

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DATA TABLE II-E2

Hypothesis and Key Factors by Component	Acceptance of Hypothesis in terms of: Component Project Success	Component Guideline Adherence	Overall Project Success
PARENT AND COMMUNITY INVOLVEMENT			
7. "The most successful bilingual education projects will have an organized advisory group which: a) meets on a regular basis, and b) is involved in project activities such as planning program operations, and evaluation."	Yes	Yes	Yes
8. "Projects rated most successful will develop and carry out plans for: a) parent and community resident participation in the classroom; b) parent and community resident participation in extracurriculum c) interaction between project staff, teachers, parents, and community residents."	Yes	Yes	Yes
9. "The most successful projects will have a designated community liaison person who actively works with parents and community residents on project related activities, and/or extracurricular activities."	Yes	Yes	No
10. "The most successful projects will have formally organized advisory committees who rate their involvement in the local BL/BC project as 'Important' or 'Most significant'."	Yes	Yes	Yes
11. "The most successful bilingual education projects will have their parents rate their own involvement in the project 'Highly' or 'Most highly'."	No	No	No
PLANNING			
12. "Projects rated as highly successful will have assessed and documented the need for bilingual education in terms of: a) The specific ethnic and language characteristics of the target pupils; b) Student competence in both languages; c) The specific problems related to language and/or educational deficiencies; d) How a bilingual education program could minimize or eliminate identified deficiencies."	Yes	Yes	Yes
13. "Projects rated as highly successful will have used educationally sound principles for choosing an approach or method for teaching bilingual/bicultural education."	Yes	Yes	Yes
EVALUATION			
14. "The evaluation design of the most successful projects will provide for regular assessment of student progress in the form of measurable outcomes. Standardized test instruments will be used in this assessment."	Yes	Yes	Yes
15. The more successful projects will use trained and qualified personnel to carry out the overall evaluation. These individuals will be actively involved, and regularly participate in the decision-making, implementation and assessment of project goals."	Yes	Yes	Yes

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DATA TABLE II-E2

Hypothesis and Key Factors by Component	Acceptance of Hypothesis in terms of:		
	Component Project Success	Component Guideline Adherence	Overall Project Success
MANAGEMENT AND ADMINISTRATION			
16. "Projects rated as highly successful will be organized so that strong participatory bonds are established between the local school district, the BL/BC education project staff, and the local community. This is generally evidenced by:			
• Provisions having been made for autonomy of action by the project staff but within the general rules and policies of the school district;	Yes	Yes	Yes
• Duties and responsibilities of each individual in the management chain being clearly and distinctly defined;			
• Responsibility for the project being assigned to its director only."			
17. "A project rated as highly successful will have a realistic, well developed project work plan covering all major component areas, and will follow the actions spelled out in the plan."	3/	3/	3/
18. "A project rated as highly successful will be led by a well-versed educational organization manager who is:			
• A qualified educator/administrator;			
• Bilingual/bicultural in the language and culture concerned;	3/	3/	3/
• Familiar with the community and the school district;			
• Sensitive to the need for good public relations."			

3/ It was concluded that the data available to test these hypothesis was not sufficient to use the data generated. Rather the study team concluded that the effects of hypothesis 17 and 18 were felt more in the programmatic components and indeed had significant effect there. Thus, hypothesis 17 and 18 were accepted.

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DATA TABLE II-E3
"CRITERIA FOR EVALUATION OF PROJECT SUCCESS"

Instruction

A. Does the project generate baseline data on students?
B. Is baseline data used in a systematic manner to aid in student placement within the project?
C. Is there evidence of use of instructional models by teachers?
D. Are the evvects of vertical continuity of instruction visible?
E. Is there an emphasis on the teaching of the bicultural experience?
F. Do the students appear to enjoy their teaching environment, i.e., classroom, school, playground?
G. Do the students appear to be learning (measured by progress--can be evaluated by listening to reading drills, by conversation, by looking at written materials of student)?
H. Do the instructors appear knowledgeable in methods of BL/BC instruction?
I. Do students appear to have rapport with the instructors?

Materials Acquisition and Development

A. Is an adequate effort being made to develop/acquire materials?
B. Are materials suitable for grade/age level?
C. Are materials appropriate and conducive to BL/BC education?
D. Are materials available for general (student/parent/community) use?
E. Do students/parents/community use program materials?
F. Are parents/community involved in materials development?

Staff Recruitment and Development

A. Is there a systematic recruitment process?
B. Are allowances made (formally or informally) in hiring procedures for target population?
C. Are there any procedures (formally or informally) to qualify the target population for employment in the program?

Planning

A. Is there a systematic process of planning?
B. Are project participants involved in planning?
C. Does the project do its own planning or is it done at the district level?
D. Are parents/community inputs solicited in planning?

Evaluation

A. Is there a systematic process of program evaluation?
B. Is there a concern for program evaluation?
C. Does the project understand the need for evaluation?
D. Does the project place any value on evaluation processes?
E. Does the project feel a need for an IEAA?
F. Is there any value to an IEAA to the project?

Management/Administration

A. Does the project maintain an amiable relationship with the school system?
B. Does the project director maintain an amiable relationship with the school system?
C. Does the project director maintain an amiable relationship with his staff? With the advisory board? With parents/community?
D. Is there a staff orientation? Is it designed to generate staff awareness? Do staff input into this orientation?
E. Is there a systematic effort at staff training?
F. Are staff encouraged to attend college/university classes/workshops? What is the nature of encouragement?
G. Are volunteer aides solicited from the target population?
H. Do staff members come from the target area? From the target population?

Parent/Community Involvement

A. Does an advisory board exist?
B. Are parents/community represented on the advisory board?
C. Is the advisory board functional, i.e., planning, implementation, informed?
D. Are parents/community involved in the project outside of participation in advisory board?
E. Is the community aware of the existence of a BL/BC project?
F. Do parents approve of BL/BC education?
G. Does the community approve of BL/BC education?
H. Do parents/community actively support the BL/BC education effort?
I. Does the BL/BC project actively seek the support of parents/community?

a. Instruction

The critical factors for success in the instruction component are centered on staff capabilities and utilization and developing curriculum to meet individual student needs. The specific success factors which emerged in order of their importance were:

- Design of a curriculum which develops language competency, academic skills, and cultural heritage. The approach to each should include:
    - Spanish and English being taught as a first or second language according to each student's need.
    - The initial teaching of one or more academic subjects in the student's dominant language.
    - The provision of experiences which develop the student's cultural awareness.
- The use of individualized or small group instruction.
- The systematic use of non-teaching personnel in a wide variety of ways.
- The use of aides as instructional assistants rather than as classroom helpers.
- The frequent use of systemmatic student assessment procedures to diagnose learner needs and monitor the learning process.

b. Materials Acquisition and Development

The critical factors in this component area were the availability, relevance and appropriateness of materials. In order of their importance, the factors which were identifed were:

- The ready availability of materials to students and teachers.
- The use of specific criteria to guide the selection and

development of materials which include:

- relevance
- age and grade level appropriateness
- a wide range of difficulty
- direct relevance to the curriculum and instructional model
- the inclusion of cultural factors.

- The regular use of audio-visual materials and other learning technology.
- The involvement of staff, parents and community in the selection and development of materials.
- The use of a second language coordinator who assumes acquisition and development of second language materials.

c. Staff Recruitment and Development

The key factors in this component are centered on staff language skills, ability to relate to the target population and the need for continous staff training. The critical factors identified in order of their importance were:

- That all staff-directors, teachers and aides be bilingual and able to relate to the target community.
- That instructional staff have specialized training in ESL and SSL teaching methods.
- That all staff, but particularly aides, be representative of the target community.
- That continuous mandatory in-service staff training is provided.
- That all staff receive pre-service orientation to the project.

d. Parent and Community Involvement

The critical factors which emerged for this component centered on the need for an active advisory group and active involvement. The specific factors identified and their order of importance were:

- The active involvement of an organized advisory group which is representative of parents, staff and community.
- The systematic involvement of the parents and community in both classroom and extra-curricular activities.
- The use of a community liaison staff person to stimulate and assist in involvement.

e. Planning

The critical factors for this component centered on planning as a problem solving effort which involves all concerned. The specific factors identifed in order of their importance were:

- That the plan assesses and documents program needs including: pupil characteristics, student language competence and student deficiencies.
- That the plan clearly identifies how the program will resolve problems and measure program results.
- That educationally sound principles are the basis for choosing the program approach and methods.
- That the plan is a written document which guides project activities.

f. Evaluation

The critical factors identified for the evaluation component centered on the need for a systematic evaluation process which is an integral part of project planning and management. The specific factors which emerged in order of their importance were:

- The evaluation effort is guided by a plan which systematically measures project progress toward objectives and is used by project staff.
- The evaluation effort regularly assesses student outcomes using standardized tests.
- That evaluation efforts are part of the project management system.
- That evaluation staff are appropriately trained and qualified.

g. Management and Administration

The critical factors identified for this component stress management, leadership and organization rather than day-to-day administration. In order of their importance, the factors which emerged were:

- That the project director be an experienced educational manager who is bilingual and able to work with the community.
- That the project director have responsibility and authority over all project functions and staff and that all staff functions are clearly defined.
- That the project and its staff are an integral part of the school system.
- That the project develops and follows a work plan detailing activities over time.

The critical factors in project success which emerged from this study overwhelmingly stress implementation skills. The ability to translate ideas into actions, to make things happen for the students, was the most striking characteristic of the more successful projects. The listing above is a distillation of the factors involved. It is suggested that it be used as a guide to setting priorities and taking action.

8. Other Conclusions

The project study team also developed a series of conclusions which combined insight, experience, observation and empirical data. These conclusions clearly cannot be totally supported empirically. However, the study team belives them to be accurate and to also provide an effective, albeit subjective, summary of its overall conclusions.

a. The Title VII program is quite young. Bilingual education is also an area of few educational traditions in which little research has been accomplished. In addition, bilingual education places much more severe demands on the school system than any other similar effort, i.e., the need for bilingualism, biculturalism, new teaching techniques, new materials, curricula, etc. Despite all this, and in only four years, the program has made an impressive start. While we were able to gather little or no empirical data on these points, judgement strongly suggests that children are being reached and that many of the program objectives are being achieved.

b. BL/BC education projects have opened new vistas of cultural pluralism and are making a contribution to well-rounded education programs. The study team found that the projects are impacting positively. Teachers have been forced, due to the lack of teaching tools, to be both creative and innovative in their approach to teaching and materials development. Positive effects have also been felt in the regular school program where adaptations have had to take place to provide for BL/BC education program adoption.

c. One might ask, "Why has the Title VII program made an impressive start? The study team believes the answer is both human and philosophical. It is human in that the people who staff the projects do so with a large measure of commitment, hard work and zeal which has managed to overcome the obstacles faced, including the lack of key skills and facilities. It is philosophical in that it appears BL/BC education is an idea whose time has come. Almost without exception we found parents, teachers, staff... and even children, excited about bilingual/bicultural education.

d. One might also ask, "What has been the role of the Title VII guidelines in promoting this positive impact?" It was the study team's view that guidelines have played a generally neutral role in achieving project success. We found, again generally, that where projects viewed the guidelines as a starting point ... or as a set of broad parameters ... for operation, they tended to score high in their rankings as to project success. Where projects rigidly conformed to the letter of the guidelines without a true validation of their specific application and purpose, and pursued these guidelines as ends in themselves, the projects generally scored low in success rankings. This, of course, directly relates to the point made in the above paragraph with regards to the types of people staffing the projects. We conclude from this that the guidelines probably have their major focus in procedural and administrative concerns and products, i.e., a plan, an evaluation report, a needs assessment, etc., rather than emphasizing process and utilization factors, i.e., implementing and using the plan, planning and evaluation, making a quality needs assessment, etc. Thus, we believe that if there is to be a uniformly high level of success in the average BL/BC education project, the guidelines must demand and motivate all projects to perform creatively and in complete regards to local needs. This will require that the guidelines have a clear emphasis on process and implementation factors in addition to the product emphasis already therein.

e. The critical factors in project success which emerged from this study overwhelmingly stress implementation skills. The ability to translate ideas into actions, to make things happen for the students was the most striking characterisitc of the more successful projects.

III. RECOMMENDATIONS

The Bilingual Education Act provides for the full educational development of children who, though capable of communicating through and understanding a second language, have little or no proficiency in English. Authorities believe that the failure of our schools to educate non-English speaking students is evidenced by under-achievement, lack of motivation and high school drop out rates. Bilingual education attempts to attack these effects and directs energy towards developing the innate capabilities and potential of non-English speaking children by:

- Teaching the concepts that initiate the child into the school environment in the language he speaks at home...his dominant language.
- Developing language skills first in the child's dominant language and concurrently, attempting to develop English language skills.
- Teaching subject matter, and its related concepts first in the child's dominant language and concurrently, teaching these same subjects in English.
- Assuring that the curriculum used includes materials specifically designed to develop a positive identity with the child's culture, his self assurance and his confidence.

The recommendations that follow flow from both the empirical data gathered during the course of the study and the many observations, judgements and conclusions which the study team was required to make. They address the strengthening of the administrative, management and fiscal functions inherent in guiding, controlling and directing such a program and are organized in five basic categories:

- Recommendations for Future Research or Study Actions
- Recommendations Impacting on United States Office of Education National Policy
- Recommendations on Definitions of Bilingual Education Terminology
- Recommendations Concerning Title VII Project Operations
- Recommendations Directed Towards Enhancing Project Support

A. Recommendations for Future Research or Study Actions

The field and research work undertaken in this study were limited to the gathering of data on and evaluating the impact of Title VII program input and process variables. Nevertheless, the study team, both as a result of its observations and its analysis of the empirical data gathered, concluded that Title VII projects are causing significant institutional change at the local level of school systems and communities. These changes are apparently just beginning to be felt. Further, while we were able to gather little or no data on the program's impact on children, academic curricula or achievement of stated objectives, our judgement strongly suggests that children are being reached and that many of the program's objectives are being met. The study team sees the program as having made a significant impact on children, schools and communities. But, it was not within the scope of this study to determine the nature, and particularly the quality of the effect of bilingual education programs on the school systems and the communities of which they are a part. Most importantly, the study has not measured the causal effects of the Title VII program, and the program's qualitative effects on the children in the program.

Since the true worth of any program is measured only by the progress it makes towards the achievement of its goals and objectives, and since the task of measuring this progress has not as yet been undertaken in the Title VII Program, a real requirement exists for the design and implementation of a study which attempts to put into perspective the "output" achievements of the program.

USOE should take timely action to undertake such a follow-up study. The results reported in this present study, as contained in this Report,should serve as the basic foundation for the follow-up effort. The research design should address the goal of identifying the impact Title VII projects are having on students, institutions and communities. Such a study, if properly planned and designed, should provide an accurate validation assessment of the worth of bilingual education programs in terms of whether they are a) easing the target children's transition from a second language home environment to an English language school environment, b) increasing and enriching their educational opportunities, and c) promoting empathy and understanding for multiple cultures.

B. Recommendations Impacting on United States Office of Education National Policy

1. With few exceptions the projects studied implemented bilingual education programs which were more characteristic of "transfer" than of "maintenance" or "enrichment" programs. Since the type of program implemented affects both the scope of the program and its long range plans and objectives, and since so many LEAs are currently trying to definitize their plans for continuing, expanding or curtailing bilingual education it appears appropriate for USOE to study the need and, from a policy point of view, determine whether it will require that a transfer or maintenance

type program be implemented or, whether the type of program to be implemented will be optional, at the discretion of the LEA. As pilot bilingual education programs, the currently operating local projects were given the option of implementing any program which gave a measure of promise for success. This policy has permitted LEAs, schools and communities to tailor their programs to fit their own capabilities, facilities and inclinations. The result of the policy has been a variety of models which should now be evaluated for their acceptibility in the community and in the school systems of which they are a part.

In view of the apparent success the Title VII program has achieved and the acceptance with which it is currently being implemented, it would appear that more standard and permanent models for operation should now be selected. Once decisions are made, action should be taken to change national guidelines to reflect the mandate for the type of program recommended or, if optional, to enunciate different guidelines for each type of program which may be funded.

2. The 34 projects studied hired a total of 510 classroom teachers. On the average, 370 or 73%, were qualified to teach in the target language. Two hundred and nineteen of 410 aides were similarly qualified. Impressive as these figures are, they fail to reflect the fact that policies and/or regulations for qualifying BL/BC education staff members are not standard nor are qualification prerequisites generally defined. The Office of Education should take action, as necessary, to establish a standard set of minimal prerequisites for qualification, by specialty, of BL/BC education project staff members. This recommendation complements and supports the recommendations concerning definition of common terminology that will be made below in paragraph III C, and should be considered jointly with the deliberations resulting from attempts to define and clarify bilingual education commonly used terms. Once established, these prerequisites should be used to guide the development of bilingual education teacher training curricula and the certification of bilingual teachers and instructional aides.

3. USOE should review its national policy on staff development and teacher training, addressing long-range solutions to the shortage of qualified bilingual/bicultural teachers. This long-range policy in no way should detract from the short-term actions being taken by USOE and local projects to fill the teacher vacuum now prevalent.

   The policy should have two thrusts, one national, one local. Nationally, policy should consider encouraging universities and colleges to develop and/or expand their programs, curricula and staffs in bilingual education.

In short, institutions of higher learning, through encouragement and funding, by USOE, should gear up to train teachers, curriculum specialists and other bilingual staff administrative personnel for local school systems. Few universities and colleges are now involved in such programs to supply current--let alone future--demand.

The second thrust should be at the local level. The USOE should consider funding local education agencies to in turn offer incentives, i.e., merit increases and/or scholarships to bilingual education teachers and administrative personnel to attend institutions of higher learning, augmenting their education, and further specializing in bilingual education.

4. Generally, each Title VII project studied was organized to function within the existing school system and organizational structure (see Figure II-B1). We found that key BL/BC education project positions usually tended to duplicate positions which already existed in the school, i.e., Project Director vs. School Principal, BL/BC Curriculum Specialist vs Regular Curriculum Specialist, BL/BC Education Liaison Worker vs. Regular School Liaison Worker. This apparent duplication appeared to have the effect of prolonging the period of time necessary to integrate bilingual education into the regular school system. On occasion, the polarization appeared to be generating vested interests in maintaining the status quo even though LEAs were diligently addressing problems related to transfering program funding support from Federal to state or local agencies.

   USOE should develop and implement a program specifically designed to expedite the integration of bilingual programs into the regular school system with minimum impact on the progress currently being made. Concurrent objectives of this program should be:

   - Minimizing or eliminating duplicating functional positions.
   - Assuring economical and effective integrated operations.
   - Strengthening SEA management of bilingual programs.
   - Eliminating polarization within school elements.

   Close consultation and coordination with State Title VII and/or Federal Program Coordinators should be maintained in deliberations implemented as a result of this recommendation.

5. Evaluation and assessment instruments to measure BL/BC education student gains in the affective domain do not exist. They need to be

developed. Though most projects have evaluation plans for the instructional component as required by Title VII guidelines, nearly all projects are experiencing extreme difficulty in defining the validity and reliability of these instruments. In researching the tasks currently assigned to Special Projects, we find that the task of developing these instruments is assigned. However, little progress is being made. USOE should take action as necessary to assure the timely development of evaluation instruments which effectively and reliably measure a child's progress in bilingual education.

6. In general, Title VII Program guidelines tend to address the direct administrative functions of developing acceptable project proposals, initiating grant requests, and implementing projects after approval. They provide little or no guidance in, or make any demands for efficient day to day project operations. This probably reflects the policy demands that make necessary USOE disengagement from the management aspects of local projects. The implementation of a USOE disengagement policy in day-to-day management of bilingual projects at the local level, coupled with the apparently passive management role of SEAs and the newness of BL/BC education experience at LEAs, have combined to leave a significant management void at the local level. In effect local management has been polarized into that which directs school activities not inclusive of bilingual programs and that which directs bilingual programs. A strong management link needs to be established between USOE, SEAs and LEAs so that local management can be aided in resolving the wealth of problems faced in day to day BL/BC educational project operations and to insure local project accountability for its successes or failures.

USOE should, in conjunction with SEAs and LEAs, develop guidelines which address these factors and provide both guidance to and control of local management in its efforts to evolve successful BL/BC educational project operations. These guidelines should have significant impact on the ease with which projects are integrated into regular school systems, and the effective achievement of bilingual program goals and objectives. An interesting innovation which could be adopted to enhance guideline effectiveness would be to accompany each guideline enunciated with a set of objectives which would clearly and concisely identify the purpose for which the guideline has been promulgated. For example, some objectives for the Needs Assessment guideline could be as follows:

- Provide the most realistic basis for planning, and not for justifying a bilingual education project.
- Define the weaknesses which the local bilingual program must address.

- Provide a recurring technique for evaluating needs so that bilingual education programs can be upgraded to address more current needs.

7. Though individual Special Projects are addressing their assigned tasks in the most efficient manner possible, in most cases task accomplishment appears uncoordinated both nationally in terms of need and within Title VII projects to eliminate duplication of efforts. As a result, efficient, timely and need-oriented task accomplishment suffers. In many cases materials are being developed for development's sake. USOE should take action as necessary to develop management, coordination, control and accountability mechanisms which direct planning, guide management and control operations within Special Projects. If these projects are to address the needs of serving BL/BC educational projects nationally, a strong management and direction link must be established which assures Special Project responsiveness to the many support requirements of Title VII educational programs in a timely and well coordinated manner.

   Conversely, educational projects should concentrate on use and assessment of materials rather than on their development. A few of the many considerations that need to be addressed are:

   - Elimination of duplication in the development or acquisition of materials.
   - Assuring that materials acquired are relevant and useful.
   - Assuring that dissemination procedures are developed and used.
   - Adhering to development schedules.
   - Giving emphasis to the national scope of Special Project operations and eliminating local or regional emphasis.
   - Low cost or no cost dissemination of multiple copies of desired materials, as necessary.

C. Recommendations on Definition of Bilingual Education Terminology

During the course of this study significant variations in the meaning given to terms used as a basis for identifying BL/BC education needs and for developing bilingual education project plans were found. For example:

- Bilingualism was defined at one extreme as the capability to function equally well, in English plus another language, under any and all circumstances. At the other extreme, bilingualism was defined as the capability to teach the numbering system in another language (that is, the ability to count to one hundred in Spanish).

- Language dominance at one extreme was determined solely by the fact that a student had a Spanish surname. At the other extreme language dominance was determined through elaborate and questionably valid, locally produced, test instruments and schemes.
- "Target Students", at one extreme, were defined as students coming from families whose income was below the $3,000 per year level. At the other extreme target pupils were defined as any pupil attending a school having a bilingual education program.

The impact that lack of standard definition for these terms can have on bilingual education nationally is obvious. Not only can the primary goals of the program be negated, but the empathy and enthusiasm with which projects are received in local communities can be severly affected. USOE should take expeditious action to develop standard definitions for commonly used bilingual education terms. Once developed and accepted, the definitions should be disseminated and made mandatory for use in planning and operating a bilingual education program. The task should include, but not be limited to the following:

- Bilingualism: both in terms of what it is and functional ability involved.
- Target Population: Target Community and Target Students: Currently these terms are being used to denote all or selected children, in a school or a group of schools, in a school district, an LEA, a county or a State.
- Bilingual/Bicultural Education Teacher: both in terms of functions performed and qualifications they must minimally possess.
- BL/BC Instructional Assistants:
- Culture, Bicultural and Heritage
- Dominant Language
- Bilingual Program
- Others, as Necessary

D. Recommendations Concerning Title VII Project Operations

1. Tools must be developed which adequately assess "functional bilingualism" and "languate dominance". These tools, in conjunction with the definitions developed as a result of the actions recommended in paragraph III C, above, will allow more effective selection of bilingual education teachers and aides and provide the means for placing bilingual education students at appropriate grade levels. Both of these functions are currently being accomplished rather haphazardly and without rationale. USOE should implement timely and forceful action to develop these tools with primary emphasis being placed on assessing the bilingual capabilities of students and diagnosing deficiencies in their language skills.

2. The materials development function appears to be suffering from a "let's do it ourselves" or "let's rediscover the wheel" syndrome. All projects studied were significantly involved in developing materials to meet their needs. The duplication taking place in the manner which materials are currently being produced could well be minimized or eliminated with a significant positive impact in project efficiency nationally. In addressing the recommendation made in paragraph III-B7, above, USOE should also consider the need for a well defined guideline which puts reasonable constraints on the materials development efforts of BL/BC education projects and maximizes the development efforts of Special Projects which have the responsibility to develop materials on a national basis for all BL/BC education projects. It follows that Special Projects must be provided the necessary resources to address these tasks efficiently and expediently. The need for managing and controlling the materials development effort is indeed real! In its deliberations USOE should also attempt to assure that State Educational Agency or Local Educational Agency procurement practices do not negate Special Project material development efforts or BL/BC educational project efforts to acquire the most acceptable materials available to accomplishment of their goals.

3. Advisory Groups - or Committees - provide a means of contact between BL/BC educational project schools and the so called "target community". However, these groups only play a perfunctory role in the functioning of the local Title VII program. Reaction to the formation of these groups ranged from active encouragement and desire to increase participation and effectiveness to the view that they are an administrative and/or legal requirement which though honored, should not require any true involvement in the planning or implementation of the program. In view of the above, USOE Title VII guidelines should be modified to encourage Advisory Group involvement in the functioning of Title VII projects but only if their role is to be active, constructive and functional. Advisory Groups should however always serve as informational forums for the community.

4. Employment of parents from the primary target population in planning for, instructing in, or administering local Title VII projects provides models which tend to reinforce non-English speaking students' self-esteem and self-concept. USOE guidelines for parent participation in BL/BC educational programs should be strengthened with the goal of soliciting greater parent participation in bilingual program activities but only in meaningful and non-menial tasks.

E. Recommendations to Enhance Local Title VII Project Support

1. Often, assessment of needs for bilingual education programs were made by simply following the Title VII program needs assessment guidelines somewhat perfunctorily. This was particularly true if old reports or surveys were available for use as documentation. At a minimum, it is recommended that project needs assessments document information in the following areas:

   - Numbers and location of children whose dominant language was not English;
   - Evidence concerning linguistic competence of the target population;
   - Evidence of the target population's educational needs not being met; and
   - Evidence concerning socio-eonomic levels of the target community.

   The problem is not only that the assessment of need is inadequate, but that the actions resulting therefrom, i.e., the program plan, are formulated on data which does not allow much more than a generalized definition of the program necessary to correct deficiencies. BL/BC educational needs, as assessed by local educational agencies and their staffs, should be reviewed and validated prior to funding any grant proposal. This review and validation should be accomplished as an in-house Title VII Program Office function and should include a consideration of the size of program to be implemented and its potential positive effect on the deficiencies or problems defined.

2. Local development of a BL/BC instructional staff promises to be the only rational means available for alleviating the current shortage of qualified teachers. Projects lacked the capability, initiative or motivation to develop a well defined staff development plan geared to minimizing - or eliminating - weaknesses in the instructional staff. This was so even though almost all projects had records attesting to the training -- or lack

thereof - each member had received in this particular field! Reaction to staff training needs ranged from complete neglect to providing a summer sabbatical training, partially at Title VII expense, at universities in Mexico City, Mexico. USOE should take action to assure the timely implementation of reasonable staff training programs. As noted in III-B3 above, funds should be earmarked for this purpose and considerable flexibility provided in the manner in which the funds may be used. Staff training programs when approved and funded should be monitored to assure timely achievement of training program goals. Numerous models are available for the development of feasable training programs. This may range from a strong in-house BL/BC education project staff training program to the provision of funds, materials and time for attendance at formal post-graduate or undergraduate courses at universities or other institutions (thus dovetailing with our recommendation in III-B3. The key however should be timeliness and a strong, well managed effort.

3. Community support for BL/BC education programs must be obtained and maintained. We found that the most successful projects tended to develop an Advisory Committee composed of parents, project staff members and other members of the community at large. As such, these committees provided advice in numerous BL/BC education areas of interest. It is important that this type of community involvement and support be achieved and broadened to include:

- Periodic briefings of the community at large, by Advisory Committee members should be made to keep the community advised on progress and to solicit total community support for the program. It is important that the community view and support bilingual education as a meaningful part of the total school curriculum rather than a compensatory educational program aimed solely at the "have-nots". BL/BC education projects should strive to obtain support from:

    - Civic Clubs
    - Ethnic Organizations
    - Local Government Organizations
    - Foundations
    - Academic Institutions
    - City Administrations

- Funding and/or in-kind contributions to bilingual education projects to help broaden their in-service training programs for teachers and aides, cultural field trips for students and staff, specialized training in other - perhaps foreign - environments as appropriate, etc.

- While community ethnic organizations and groups have provided support to Title VII projects during the start-up phase, their support has tended to wane after project implementation. It is important that this support be continued throughout the life of the project.

4. Support from state level agencies is imperative for bilingual education program success. This support must take many forms if these programs are to survive when federal funding phase-out occurs. Bilingual education programs must be recognized as effective educational techniques which have positive impact on the school population served. The state agencies can most effectively convey this message throughout the state educational systems. Further, the states must ensure that integration of bilingual education programs into local school systems are timely and efficient. They should encourage a broad cross-section of state and community support, and they should ensure adequate state funding for these programs on a long-term basis. They should also ensure that these programs have strong supervision and technical assistance support resources on which they can draw, as needed. The state can further provide assistance in:

- Guidance in teacher training.

- Guidance in curriculum development.

- Sponsorship of statewide workshops.

- Development and sponsorship of more valid and reliable measurement and evaluation instruments.

- Expansion of the current BL/BC education programs to other school systems and grade levels.

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A PROCESS EVALUATION
of
THE BILINGUAL EDUCATION PROGRAM,
TITLE VII,
ELEMENTARY AND SECONDARY EDUCATION ACT

- VOLUME II -

DETAIL DATA

FL006610

U.S. Department of Health, Education and Welfare/Office of Education

A DESCRIPTION OF THE BILINGUAL EDUCATION PROGRAM, TITLE VII, ELEMENTARY AND SECONDARY EDUCATION ACT

TABLE OF CONTENTS

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VOLUME II:

I. INTRODUCTION 1

A. Objectives of the Study 1
B. Selection of the Project Sample 3
C. Organization and Use of National Advisory Committee 4
D. Field Operations 5
E. Study Instrument Field Testing 8
F. Assuring Inter-Team Leader Reliability 8

II. DESCRIPTION OF COMPONENT PERFORMANCE AREAS 13

A. Characteristics of Students, Staff and Communities 13

1. Pupils 13
2. Teachers and Staff 24
3. Community 30

B. Instruction 34

1. Background 34
2. Overview 35
3. Narrative and Discussion 38
4. Findings 72
5. Conclusions 74

C. Materials Acquisition and Development 75

1. Background 75
2. Overview 76
3. Narrative and Discussion 77
4. Findings 86
5. Conclusions 88

D. Staff Recruitment and Development 90

1. Background 90
2. Overview 90
3. Narrative and Discussion 91
4. Findings 99
5. Conclusions 100

E. Parent and Community Involvement.................... 102

1. Background.................................. 102
2. Overview.................................... 102
3. Descriptive Narrative........................ 103
4. Findings..................................... 113
5. Conclusions.................................. 117

F. Planning.. 120

1. Background.................................. 120
2. Overview.................................... 120
3. Descriptive Narrative........................ 122
4. Findings..................................... 132
5. Conclusions.................................. 135

G. Evaluation.. 138

1. Introduction................................ 138
2. Overview.................................... 138
3. Narrative and Discussion..................... 139
4. Findings..................................... 145
5. Conclusions.................................. 147

H. Management and Administration...................... 148

1. Background.................................. 148
2. Overview.................................... 148
3. Narrative and Discussion..................... 149
4. Findings..................................... 152
5. Conclusions.................................. 153

III. TABULATION AND ANALYSIS OF STUDY PROJECT DATA.. 154

A. Analysis and Review of Study Project Data............ 155

1. The Scoring System: Its Purpose.................. 155
2. Analysis and Data Correlations.................. 162
3. Findings..................................... 173
4. Conclusions.................................. 189

BEST COPY AVAILABLE

B. Hypothesis Analysis of Study Project Data.............. 191

  1. Purpose and Objectives.............................. 191
  2. Methodology... 192
  3. Findings and Conclusions............................ 195

C. Other Conclusions...................................... 232

IV. CONSIDERATION OF THE APPROPRIATENESS OF "SPECIAL (SUPPORT SERVICE CENTER) PROJECTS"............ 239

A. Background... 239
B. Goals and Objectives................................... 239
C. Description of the "Special Projects".................. 240

  1. Centers Providing Support to Title VII Projects.... 240
  2. Centers Established to Develop Products for Title VII Projects............................ 242

D. Presentation of Findings Related to Support Service Centers.. 244

  1. Need for Support Service Centers.................... 244
  2. Use of Support Service Centers...................... 245
  3. Demands for Additional Support Services............. 246

E. Findings Related Special Projects...................... 246

  1. Materials Acquisition............................... 246
  2. Materials Development............................... 249
  3. Materials Evaluation, Testing and Validation....... 250
  4. Materials Dissemination............................. 251
  5. Assessment of Materials and Students............... 252
  6. Pupil Placement..................................... 253
  7. Teacher Training.................................... 253

F. Conclusions.. 254

V. IMPACT OF POLICY ISSUES............................... 257

A. Introduction and Related Background.................... 257
B. Operations and Overview................................ 258

  1. Questions and Related Responses..................... 258
  2. General Overview.................................... 260

C. Findings and Considerations 261

1. Bilingaul-Bicultural Education Project Funding 261
2. Support Service Centers .... 26[illegible]
3. Staff Personnel 273
4. Dissemination of Project Information 278
5. Improved Technical Assistance 279

D. Conclusions 281

1. Project Funding 281
2. Special Project Operations 281
3. Training and Orientation of Staff Personnel 282
4. Dissemination of Project Information 283
5. Providing Improved Technical Assistance 283

I. INSTRUCTION TO THE BILINGUAL/BICULTURAL EDUCATION STUDY PROJECT

Title VII of the Elementary and Secondary Education Act (ESEA) provides for Federal support of bilingual education programs in our nation's schools. When ESEA was signed into law in 1968, bilingual education (the use of a child's home language to teach him basic skills while he learns English) was a novel and innovative idea. In fact, at the time the Act was passed, some states had laws prohibiting instruction in a language other than English in their schools. Given this situation, it was not surprising to discover that when the first local Title VII projects were funded in 1969 difficulty was encountered in locating bilingual teachers who could teach curriculum content areas in languages other than English and in obtaining bilingual educational materials. Difficulty was also experienced in finding information about suitable instructional approaches or strategies for bilingual education.

In 1969, due to its innovative nature, the Title VII Bilingual Education Program was relatively small. At that time it was primarily concentrating on development and demonstration of bilingual/bicultural (BL/BC) education techniques rather than the provision of comprehensive services to children. Local projects were funded with the goal of developing educational materials, developing teaching methodologies, and developing methods for teacher recruitment and training.

In the ensuing years, the bilingual education program has developed considerable enthusiasm, and it is expected that the program will expand to serve a larger proportion of the target population. In order to plan for this expansion, the U.S. Office of Education found it necessary to develop data describing the current status of the bilingual education program, the extent to which the material and teacher shortages have been overcome, the instructional strategies and methodologies most suited to the program, etc. As a result, a study was planned focusing on what is being done and to what extent the program is following the patterns and guidelines around which it was designed. This report presents the findings and conclusions of this study.

A. Objectives of the Study

This study is best described as an exploratory effort geared to provide planning data as well as the data necessary for the design of future studies and evaluations of the impact of bilingual education efforts on target groups. Accordingly, the specific objectives of this study effort were defined as follows:

- To describe, in detail, a sample of bilingual education projects in terms of input and process information;
- To identify those projects which appear to be successful and to compile a list of attributes of successful projects;
- To determine the extent to which projects adhere to guideline regulations and suggestions, and to relate adherence to guidelines to apparent project successfulness;
- To analyze the appropriateness of four "special projects" with a national focus to determine the extent to which local projects use (or need and plan to use, in the case of those with unfinished products) the products or services of these "projects";
- To determine the impact of recent U.S. Office of Education policy decisions.

In addressing these objectives, a study approach was developed which involved the review of available project documents and the conduct of on-site visits to projects with attendant personal interviews of project staff. A handbook, "The Handbook for the Spanish Bilingual/Bicultural Study Project", was developed to aid in the collection of the data. This handbook organized the collection of data into eight major performance areas or components which reflected the major emphasis of the bilingual program. These components are:

- Background Information
- Instruction
- Materials Acquisition and Development
- Staff Recruitment and Development
- Parent and Community Involvement
- Program Planning
- Program Evaluation
- Project Management and Administration

B. Selection of the Project Sample

When this study was initiated, 213 bilingual projects serving 24 different language groups were being funded. Approximately 170, or 80 percent of the projects, were directed at Spanish-speaking children. Because Spanish language projects constituted such a large percentage of the total number of projects, and because of the complexities that would be involved in studying the whole range of projects, it was decided to limit the projects to be studied to those serving Spanish-speaking students. Likewise, it was also decided to limit the projects to be studied to those serving at least two of the lower grades (kindergarten through grade 3) as this was where the largest number of projects was concentrated. This means that projects were included in the sampling universe only if the projects served two or more of grades k, 1, 2, and 3. If a project served, for example, only grade 3, it was not included. These constraints reduced the possible sampling universe of projects from 213 to 150. From this universe, a stratified random sample of projects was drawn according to the following procedures:

1. The 150 projects were divided into three strata based on the ethnic groups served (Mexican American, Puerto Rican, and Other Spanish). The size of the total sample was then fixed at 34. It was determined that a sample of this size would insure that the estimated sample mean would fall within .33 standard deviations of the true mean 95 percent of the time. It might have been desirable to study all projects, but this was not possible given the constraints of time and money. A sample size of 34 was chosen as a good compromise. To insure that each stratum received the same weight in the sample as in the population studied, the total number of projects to be included in the sample from each stratum was chosen proportionally to the stratum's total size. The strata and the number of projects which fall into each grouping are shown in Data Table I-B1.

DATA TABLE I-B1
NUMBER OF PROJECTS IN UNIVERSE AND IN SAMPLE BY STRATA

Strata	Universe	Sample
Mexican American	99	23
Puerto Rican	26	6
Other Spanish	25	5
TOTAL	150	34

2. Thus, sampling proportionally from each strata, 23 projects were randomly selected from the Mexican American group, six were randomly selected from the Puerto Rican group, and five were randomly selected from the Other Spanish group.

C. Organization and Use of National Advisory Committee

To assist in each phase of this study, a group of professionals with wide experience in bilingual/bicultural education was organized as a National Advisory Committee. Meetings with the commitee were scheduled at pre-planned stages of the project, at which time committee members assisted the project staff by:

- Providing insights into the monitoring of Title VII projects;
- Giving advice on the development of data-gathering instruments to be used during local project site visitations;
- Giving advice on the content and format of final study reports; and
- Reviewing and critiquing the tabulations, written narratives, and other products.

Included as members of the Advisory Committee were the following:

Dr. Gilbert Martinez	State of California Title VII Coordinator
Dr. (Sister) Maria Goretti	State of New York Assistant Title VII Coordinator
Dr. Rodney Skager	Evaluation Specialist, Center for Evaluation, UCLA, Los Angeles, California
Mr. Alejo Salinas	Title VII Project Director, San Juan, Texas
Mr. Ralph Robinette	Title VII Support Service Center Director, Miami, Florida
Dr. Eleanor Thonis	Director, Reading Center, Marysville Joint Unified School District, Marysville, California

D. Field Operations

1. Data Collection Instruments

The Handbook for the Spanish BL/BC Study Project, developed to gather and record information on the sample projects, was used to gather data on the eight component areas previously discussed. Data were collected from a wide range of available sources, including existing project documentation, project proposals, evaluation audit reports, interviews with key project, school, community people, etc.

2. Data Collection Techniques

The data collection effort was generally carried out by three-man teams except in large projects where additional education specialists joined the study team. Team members were classified as:

- Team leaders: responsible for gathering data on the project's background, planning, evaluation, and management and administrative components;

- Education specialists: responsible for gathering data for the instruction and materials acquisition and development components;

- Community specialists: responsible for gathering data for the parent and community involvement and staff recruitment and development components.

In order to assure that the study and evaluation process resulted in factual and constructive results, the following data collection and team preparation techniques were employed:

a. Pre-field preparation: Early communication by letter or telephone was established with each project to be visited. The rationale and procedural aspects of the study were explained along with the specific reasons for the planned visit. A time for the site visit was proposed. Finally, project directors were requested to gather certain materials for use by the study team on-site as well as in advance of the visit.

b. Pre-visit operations meeting: The study team met, on-site, on the evening before the start of each visit. At this meeting the team members were thoroughly briefed by the team leader, interview assignments were finalized, and all procedures were reviewed. This meeting, in combination with nightly team meetings, insured a well planned and coordinated team approach.

c. Opening interview with local project director: In order to set a tone for the visit, to establish ground rules, to provide an opportunity for the project director to meet the study team, and to allow the team to be briefed, the study team met with the project director at the beginning of each visit.

d. Cross-checking of information: The study team was required to establish data credibility early in the visit. This requirement necessitated that all team members be as thorough and objective as possible by carefully cross-checking all relevant

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information. This insured that the same information was received by all members of the team, and that the team members understood the information being given to them. This procedure aided in assuring that complete data, with adequate documentation, were collected. Cross-checking was accomplished by assigning each team member a primary area of inquiry and, in addition, a secondary area in which he cross-checked information collected by another team member. In addition, the team met every night to exchange information gathered, to coordinate meetings, and to make assignments for cross-checking information.

e. Informal concluding session: An informal concluding session was held with the project director in order to discuss and verify data collected during the visit.

f. Development of team reports: Each team member completed a draft report of his study assignments for the team leader while in the field. This allowed the leader to review the reports and to discuss with the team member any sections of the report requiring clarification. These reports were generally written on the last day of the visit and consisted of :

(1) a narrative description which reflected a composite of the answers to questions posed in the handbook and the factual information contained in the project proposal;

(2) a subjective evaluation of the manner in which each key project element functioned; and

(3) an overall evaluative statement summarizing all key elements of the project.

g. Selection of interviewees: At each sampled project, the project director, the LEA administrator, the curriculum development specialist, the evaluator and/or auditor, the community liaison worker, and the chairman of the project advisory committee were interviewed. A random sample of teachers, aides, parents, and community representatives were also selected and interviews were conducted with these persons.

Teachers and aides were selected so that they represented the schools and grade levels of each project without placing an unreasonable interview load on the team. In the case of projects having one school, one teacher and one aide were randomly selected at each grade level. In the case of projects having two or more schools, not more than approximately eight teachers and eight aides were randomly selected in such a manner as to insure that all the schools and grade levels were adequately represented. For example, in projects with two schools, about six teachers and six aides were interviewed, while in the larger projects interviews were conducted with about eight or so teachers and aides.

Parents were also selected randomly. Three students were chosen randomly from the total group of students participating in the projects. The project community liaison then scheduled interviews, and the community specialist on the team interviewed the parents of the selected pupils. When the parents of pupils initially selected were unavailable, others were chosen and scheduled for interviews until the planned sample of three parents had been interviewed.

Community representatives were also selected from project lists of community participants involved in the Title VII project. The community representatives interviewed included persons involved in planning the project, volunteers who assisted in project activities, or people serving on the advisory committee.

E. Study Instrument Field Testing

The Handbook for the Spanish BL/BC Study Project was field tested at a medium-sized project serving Mexican American children which was not included as part of the 34 project samples selected for the study. A team of six Development Associates staff members participated in the test effort. These included four prospective team leaders, one educational specialist, and a community specialist.

F. Assuring Inter-Team Leader Reliability

A key factor in the evaluation design utilized was the rating or scoring of each project by the field team in terms of --

- compliance with Title VII component building
- project component success.

The volume of field work was such that various BL/BC education study field teams were used to gather data and assign rating scores. The fact that different teams were being used to evaluate and assess guideline adherence and project success at different projects had many implications with reference to scoring reliability and consistency. To insure the reliability of these scores, a series of procedures was established and followed. These were:

- All team members were responsible for recommending the score for their evaluative areas, but final scoring was the responsibility of the team leaders. Thus the scores in the end were those of the team leader.
- All team leaders received intensive training and were required to perform in the field and score a project. These scores were then compared against those of another team leader for the same project, and the new team leader had to achieve a sufficiently high level of reliability before he could perform on his own.
- Scott's Coefficient of Inter-Judge Reliability was the method for calculating the reliability.[1]

The basic field procedure used to determine inter-team leader reliability was to send each potential team leader into the field as an extra team leader with a team leader whose reliability had already been calculated. The potential team leader and the rated team leader were instructed to do precisely the same things throughout the week in the field, but without dialogue or consultation. Thus, both were free to ask questions, set up interviews, etc., and each was required to collect and record all assigned data. At the conclusion of the field week, both were then required to independently score the project in all its dimensions. Both sets of scores were then used to calculate inter-team leader reliability. In sum, therefore, each potential team leader observed and rated the same project as a rated team leader, and their scores were compared.

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[1] Scott, William A., "Public Opinion Quarterly", 1965, Fall, pp. 321-25.

In calculating team leader reliability several methods were considered.

The usual non-parametric technique employed in measuring the relation among several rankings of N objects or individuals is the Kendall Coefficient of Concordance (W). However, using this method requires compensating for tied ranks. Since, in this case, there were a large number of ties, the effect would be to depress the value of W and cause results of questionable validity.

One alternate to Kendall is the Pearson's Product-Moment Coefficient. This calculation, however, requires scores measured from an equal interval scale. In this case, the scoring scale used and thus the scores are not of equal qualitative value, and therefore Pearson's formula was not usable.

The method for calculating inter-judge reliability ultimately used was Scott's Coefficient of Inter-Judge Reliability. This method had none of the drawbacks of the other two and was clearly the most applicable to the available data. Figure I-F1 illustrates the technique used.

Using the formulae and techniques outlined in Figure I-F1, a coefficient of inter-team leader (inter-judge) reliability was determined which provided a measure of and an insight into how the judges were standardizing their evaluations and judgments in order to assure the relative validity of scores across all team leaders. The results were higher than those originally set as being minimally acceptable. In terms of overall numbers of agreements, the average was 77 percent. In terms of Scott's Coefficient, it was .78. These results indicate quite a high level of reliability and permit the use of each team leader's score. Data Table I-F1 presents the results of these tests in more detail.

DATA TABLE I-F1
INTER-JUDGE RELIABILITY

Test No.	Participants		Percent of Agreement	Coefficient of Inter-Judge Reliability Achieved
	Team Leader	Trainee		
1	A	B	0.66	0.69
2	A	C	0.72	0.69
		D	0.79	0.85
3	B	E	0.76	0.89
4	B	F	0.86	0.67
		G	0.83	0.89

Note: A total of seven team leaders were used in the study

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FIGURE III - A3

"Determining Scott's Pi Coefficient, a Coefficient of Inter-judge Reliability"
(Inter-Team Leader Scoring Agreement)

The following example illustrates the step-by-step procedure used to determine inter-judge reliability.

STEP 1: The on-site ratings of the team leaders were collatted into a table as below:

RAW DATA TABLE RESULTING FROM TABULATION OF RATINGS

Components	Back-ground			Instruction					Mat. Aq./Dev.			Staff Recr.				P/C Inv.			Planning				Eval.			Management			
Key Elements	A	B	C	A	B	C	D	E	A	B	C	A	B	C	D	A	B	C	A	B	C	D	A	B	C	A	B	C	D
Rating: Team Leader A	3	3	3	3	2	3	3	2	1	2	3	1	1	1	1	2	2	2	2	2	2	2	3	1	3	3	3	2	2
Rating: Team Leader B	3	3	3	3	3	2	3	1	2	2	3	2	1	2	1	1	1	2	2	2	2	2	1	1	2	3	2	2	2
Etc.																													

STEP 2: The data were then arranged as below to facilitate statistical computation:

DATA ARRAY

Score Value	Frequency of Score		Score Value as Percent of Total Scores		% Difference	(Average %)^2 (Pi)^2
	Leader "A" Column A	Leader "B" Column B	Leader "A" Column C	Leader "B" Column D	Column (D-C)	$\frac{[(C+D) \div 2]^2}{100}$
5	—	—	—	—		
4	—	—	—	—		
3	11	8	37.9%	27.6%	+ 10.3%	10.71
2	12	14	41.4%	48.3%	+ 6.9%	20.12
1	6	7	20.7%	24.1%	+ 3.4%	5.02
Total Scores	29	29	100.0%	100.0%	20.50%	35.85

STEP 3: From this array Scott's Coefficient (π) can be ascertained using the following formula:

$$\pi = \frac{P_o - P_c}{1 - P_c}$$

where: P_o = percentage of agreement observed

P_c = percentage of agreement by chance using this formula $P_c = \sum_{i=1}^{k} P_i^2$

where: P_i = the proportion of tallies falling into each category.

STEP 4: Using this formula with the example results in:

P_o = (100 - 20.5) = 79.5

P_c = 35.85

STEP 5: The full array of the formula then becomes:

$$\pi = \frac{79.5 - 35.85}{100 - 35.85} = \frac{43.65}{64.15} = \underline{\underline{.68}}$$

Thus, in this example the coefficient of inter-judge reliability is .68 which is quite high.

II. DESCRIPTION OF COMPONENT PERFORMANCE AREAS

A. Characteristics of Students, Staff, and Communities

The data presented in this paragraph cover three basic areas:

- The pupils in the BL/BC education projects studied;
- The teachers and other staff members in these projects; and
- The communities in which the projects are located.

Regarding the pupils, descriptive data will be presented on the grade levels covered, the ages of the pupils, the number of students by project, by dominant language, by ethnic group, by number of years of participation in the program, and pre-school experience. For teachers and instructional assistants, descriptive data will be reported on ethnic background, language abilities, and years of employment in the projects. Finally, the communities in which the projects are located will be described in terms of ethnic and economic composition.

In obtaining these data, BL/BC education project directors and other LEA and Title VII staff members were interviewed, project proposals were consulted, and project files were examined. Where available, census data were used to obtain figures on the population of the school district, school district enrollment, ethnic composition, and poverty index. Personnel records were consulted for information concerning prior training and teaching experience, years of employment, and experience in living in another culture, for members of the project's staff.

1. Pupils

a. Grade Level, Age, and Language Dominance

In the 34 projects sampled, the grade range observed was pre-kindergarten through grade 6, with children's ages ranging from three to 17 years. However, only grades k-3 were included in this study, and the data reported herein will describe only those four grade levels. This report, therefore, focuses on children approximately five to nine years old. Not all projects operated kindergarten to third grades. (See Data Table II-A1). Some started with one grade and added another each year; others chose to implement two or three grades from the beginning. Therefore, 19 projects provided data on all grades, K-3; eight provided data on grades K-2; three provided data on grade K-1; three provided data on grades 1-3; and one provided data on grades 1-2.

The data showed that 14, 043 children were enrolled. Of these, 8, 765 were reported to be Spanish dominant, and 4, 008 English dominant (See Data Table II-A1 for totals and breakdown). Six-hundred and seventy pupils could not be categorized by this variable. It should be understood that language dominance of students enrolled was determined by the projects concerned. The methods by which this characteristic was determined were found to vary significantly from project to project. (Indeed, projects X2D3 and Z2B35 did not record students according to language dominance, and thus a breakdown was not obtained.) Summarizing, there were about 2.2 times as many Spanish dominant pupils enrolled in the projects as there were English dominant pupils (see Data Table II-A1).

The total number of students enrolled in the LEA (all schools), the percent of Spanish dominant students in the LEA, the total number of students in the BL/BC education projects, and the percent of Spanish dominant students in the project are all shown in Data Table II-A2. In 25 of the 32 projects for which data were available, the percent of Spanish dominant students in the bilingual projects was greater than the percent of Spanish dominant students (total) in the LEA. Although students in BL/BC education projects are only one percent of the total LEA enrollment (Data Table II-A2), the median percent of Spanish dominant students in the projects (58 percent) was 14 percent higher than the median percent of Spanish dominant students in the LEA (44 percent). Thus, among the BL/BC education projects in the study, it appears that more Spanish dominant students are in the Title VII (Bilingual Education) Program than non-Spanish dominant students.

b. Ethnic Background

The ethnic background of the children in the projects was fixed for the most part by the sampling plan, since 23 projects were randomly selected from a pool of Mexican American projects, six were randomly selected from a pool of

Puerto Rican projects, and five were randomly selected from a pool of "Other Spanish" projects. This sampling insured that the size of the ethnic groups in the sample were proportional to the size of the ethnic group in the universe of Spanish BL/BC education projects. A breakdown of the ethnic groups represented in these projects is shown in Data Table II-A3.

c. Language Skills of Pupils

Local project staff classified second language skills as being adequate, limited, or non-existent for both English and Spanish dominant children. The results of this classification, shown in Data Table II-A4, indicate that generally, a greater proportion of Spanish dominant students have adequate skills in the English language than English dominant have in the Spanish language. More precisely, 6,483 of a total of 3,765 Spanish dominant students were classified as having limited English language skills, whereas 2,315 of a total of 4,008 dominant students were classified as having non-existent Spanish language skills.

d. Income Level

Data Table II-A5 shows the percentages of students from low income families that participate in the project and the percentages of students from low income families in the school district in which the project is located. The percentages are practically the same in seven projects. However, in 14 of the remaining 18 projects where these data are available, the percentage of low income students in the project is higher than the percentage in the school district. Significantly, ten of the 25 projects on which these data were obtained showed that 100 percent of their Title VII students were classified in low income, while another 11 projects had at least 60 percent or more of their students classified as low income. This supports the conclusion that most BL/BC education projects are focusing on the low income students of the school district.

DATA TABLE II-A1

Age Range, Grades Taught and Total Students, By Project

Project Code	Age Range	Grades Taught	English Dominant Students	Spanish Dominant Students	Student Totals
X1D1	5-8	K-3	20	259	279
X0C2	5-8	K-2	49	131	180
X2D3	5-9	K-3	0	0	670[c]
X2C4	5-9	K-3	544	149	693
X2D5	5-8	K-2	100	580	680
X2B6	5-9	K-3	201	184	385
X1D7	5-9	K-3	121	90	211
X0D8	5-9	K-3	253[a]	58	311
X0D9	6-9	K-3	121	99	220
X0D10	5-8	K-3	53	66	119
X0C11	5-10	K-2	141[b]	31	172
X0C12	5-9	K-2	36	42	78
X1D13	5-9	K-3	159	152	311
X2B14	4-8	K-3	238	401	639
X0A15	5-9	K-3	51	125	176
X3C16	5-9	K-3	72	693	765
X3C18	5-8	K-3	1	1,068	1,069
X3B19	5-7	K-1	27	1,513	1,540
X1C20	5-8	K-2	112	323	435
X0C21	5-6	K-1	74	30	104
X2A22	5-7	K-2	8	760	768
X1D23	6-11	1-3	196	168	364
X1C24	6-8	1-3	77	327	404
Y0A25	5-9	K-2	120	170	290
Y1B26	5-7	K-1	184	242	426
Y1A27	6-9	K-3	80	135	215
Y0A28	6-8	1-2	275	150	425
Y1C29	6-9	K-3	195	196	391
Y0C30	5-7	K-2	24	146	170
Z1D31	5-8	K-3	26	132	158
Z1C32	5-9	K-3	116	132	248
Z1D33	5-10	K-3	297	116	413
Z0D34	6-10	1-3	37	97	134
Z2B35	5-9	K-3	0	0	600[c]
TOTALS			4,008	8,765	14,043[d]

a) Bilingual students total 52 included in English dominance

b) Bilingual students total 57 included in English dominance

c) No data available by specific dominance

d) Total includes data on projects #3 and #35 (difference of 1,270)

DATA TABLE II-A2

Total Number of Children in Bilingual Education and in the LEA with Percentages of Spanish Dominant in Each

Project Number	Total Students LEA	Percent of LEA Student Population Spanish Speaking	Total Students in BL/BC Education Project	Spanish Dominant Students in BL/BC Education Project
1	1,750	90 %	279	93 %
2	1,200	98 %	180	73 %
3	3,925	24 %	670	*
4	117,086	21%	693	22%
5	26,474	*	680	85 %
6	6,876	33 %	385	48 %
7	8,282	8 %	211	43 %
8	119,747	20 %	311	18 %
9	56,254	20 %	220	45 %
10	9,500	39 %	119	56 %
11	14,569	25 %	172	18 %
12	[illegible]	[illegible]	[illegible]	[illegible]
13	1,168	35 %	311	49 %
14	760		639	63%
15	1,703	51 %	176	71 %
16	10,000	84 %	765	91 %
18	62,404	50 %	1,069	100 %
19	19,259	80 %	1,540	98 %
20	44,937	53 %	435	74 %
21	4,742	27 %	104	28 %
22	730	97 %	768	99 %
23	2,310	48%	364	46%
24	5,618	85 %	404	81 %
25	20,000	60 %	290	59 %
26	32,036	19 %	426	57 %
27	*	15 %	215	63 %
28	38,000	40 %	425	35 %
29	1,981	25 %	391	50 %
30	27,081	68 %	170	86 %
31	574,497	9 %	158	84 %
32	103,839	25 %	248	53 %
33	32,387	12 %	413	28 %
34	96,239	2 %	134	72 %
35	19,000	52 %	600	*
	Total: 1,469,849	Median: 44%	Total: 14,043	Median: 58% **

* Not Available

** Excludes projects for which breakdown of student language dominance unavailable.

DATA TABLE II-A3

Ethnic Backgrounds Represented in the Sampled BL/BC Education Projects

- 34 Projects -

Project Code	Anglo/ American	Mexican American	Cuban	Puerto Rican	Black	Other
X1D1	x	x				x
X0C2	x	x			x	x
X2D3	x	x			x	x
X2C4	x	x			x	
X2D5	x	x			x	x
X2B6	x	x				x
X1D7	x	x			x	x
X0D8	x	x			x	x
X0D9	x	x			x	x
X0D10	x	x	x	x	x	x
X0C11	x	x			x	x
X0C12	x	x				
X1D13	x	x			x	
X2B14	x	x			x	
X0A15	x	x			x	
X3C16	x	x			x	
X3C18		x				
X3B19	x	x				
X1C20		x			x	
X0C21	x	x			x	
X2A22	x	x				
X1D23	x	x	x	x	x	
X1C24	x	x				
Y0A25				x		x
Y1B26	x		x	x	x	
Y1A27				x	x	x
Y0A28			x	x	x	x
Y1C29	x		x	x		x
Y0C30			x			
Z1D31	x	x	x	x		x
Z1C32	x		x			x
Z1D33	x	x	x		x	x
Z0D34	x			x	x	
Z2B35	x		x	x	x	x
Frequency	28	25	10	10	22	18

DATA TABLE II-A4

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Second Language Skills for English Dominant and Spanish Dominant Students

	English Dominant				Spanish Dominant				
		Spanish Language Skills				English Language Skills			
Project Code	Total	Adequate	Limited	None	Total	Adequate	Limited	None	Grand Totals
X1D1	20	5	5	10	259	55	63	141	279
X0C2	49			49	131		131		180
X2D3	0			0	0		0		670 *
X2C4	544		185	359	149		79	70	693
X2D5	100			100	580		580		680
X2B6	201	2	32	167	184	141	19	24	385
X1D7	121			121	90		90		211
X0D8	253	52		201	58		58		311
X0D9	121			121	99		99		220
X0D10	53			53	66	36	8	22	119
X0C11	141	57		84	31		31		172
X0C12	36		18	18	42	2	27	13	78
X1D13	159			159	152	93	29	30	311
X2B14	238	163		75	401	299	102		639
X0A15	51		4	47	125	56	69		176
X3C16	72		51	21	693	400	269	24	765
X3C18	1			1	1,068		1,068		1,069
X3B19	27		27		1,513		1,513		1,540
X1C20	112	32	80		323	200	123		435
X0C21	74		74		30	30			104
X2A22	8		8		760		760		768
X1D23	196	59	62	75	168	81	32	55	364
X1C2	77			77	327		327		404
Y0A25	120	5	80	35	170		170		290
Y1B26	184		72	112	242		129	113	426
Y1A27	80		80		135		115	20	215
Y0A28	275	100	175		150		150		425
Y1C29	195	120	75		196	113	83		391
Y0C30	24	19	5		146	101	45		170
Z1D31	26	4	5	17	132	48	18	66	158
Z1C32	116			116	132		132		248
Z1D33	297			297	116		116		413
Z0D34	37		37		97	49	48		134
Z2B35	0			0	0		0		600 *
Totals		618	1,075	2,315		1,704	6,483	578	
	4,008				8,765				14,043 *

*Totals include projects X2D3 and Z2B35 for which no data available on language dominance dominance breakdown.

DATA TABLE II-A5

Percentages of Low Income Students in Each Bilingual Project and Low Income Families in the School District

Project Number	Low Income Students in Program	Low Income Families in School District
1	55%	55%
2	75%	75%
3	10%	10%
4	30%	47%
5	*	*
6	100%	*
7	100%	15%
8	Not used	38%
9	Not used	13%
10	40%	40%
11	Not used	25%
12	87%	10%
13	40%	41%
14	65%	*
15	60%	20%
16	67%	72%
18	99%	*
19	80%	52%
20	30%	30%
21	80%	60%
22	100%	80%
23	85%	73%
24	100%	*
25	100%	5%
26	100%	9%
27	78%	90%
28	100%	90%
29	100%	85%
30	100%	60%
31	79%	16%
32	33%	33%
33	100%	50%
34	50%	70%
35	*	*
	Median: 80%	Median: 44%

*Information Unavailable

e. Spanish Surname and Language Dominance

Data Table II-A6 compares, for each project, the percent of Spanish dominant students with the percent of students with Spanish surnames. In 14 of 23 projects where data were available to make this comparison, the percentage of children with Spanish surnames exceeded the percentage of those students whose dominant language is Spanish. In six projects, the reverse was found to be true, and in 11 not enough data were available to make any comparisons. Two projects had the same percentage of Spanish dominant students as Spanish surnames.

f. Years of Participation

Total children participating in each project studied, by number of years enrolled, is shown in Data Table II-A7. This variable is related to the number of years each project has been in existence. Significantly, the data gathered, when compared to the number of years the projects have been supported with Title VII funds, indicate 12 LEAs were active in the bilingual education field prior to Title VII funds being made available. In summary, seven children have been participating for four years or more; 974 children for three years; 1,535 children for two years; 3,627 children for one year; and 5,145 children have been participating for less than one year.

g. Pre-School Experience

Twenty-four projects indicated that students in their programs had participated in either pre-school or Head Start programs. Seven projects stated that 50% or more of their students had been in a pre-school program, while 3 projects indicated that 50% or more of their students participated in Head Start.

h. Private Schools

Within the projects sampled in this study, only one was a parochial school.

DATA TABLE II-A6

Percent of Spanish Dominant Students and Students with Spanish Surnames in the Projects Sampled

Project Code	% of Spanish Dominant Students in BL/BC Program	Students with Spanish Surname
X1D1	93%	93%
X0C2	73%	98%
X2D3	*	*
X2C4	22%	58%
X2D5	85%	64%
X2B6	48%	*
X1D7	43%	57%
X0D8	18%	100%
X0D9	45%	100%
X0D10	56%	33%
X0C11	18%	100%
X0C12	54%	*
X1D13	49%	41%
X2B14	63%	*
X0A15	71%	100%
X3C16	91%	87%
X3C18	100%	100%
X3B19	98%	100%
X1C20	74%	100%
X0C21	28%	77%
X2A22	99%	*
X1D23	46%	100%
X1C24	81%	*
Y0A25	59%	80%
Y1B26	57%	57%
Y1A27	63%	*
Y0A28	35%	70%
Y1C29	50%	*
Y0C30	86%	95%
Z1D31	84%	67%
Z1C32	53%	*
Z1D33	28%	*
Z0D34	72%	49%
Z2B35	*	*
Median	58%	87%

*Not reported

DATA TABLE II-A7

Total Students in BL/BC Education Projects Showing Number of Years of Participation

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	Yrs. in Operation	Years Participating					TOTAL	Undetermined Difference Over (Under)
		Less Than 1 Yr.	1 Yr. +	2 Yrs. +	3 Yrs. +	4 Yrs. +		
X1D1	4	112		112	52	3	279	0
X0C2	3	69	55	51			175	(5)
X2D3	4	287	111	71	60		529	(141)
X2C4	3	**					693	0
X2D5	4	269	190	108	30		597	(83)
X2B6	2	**					385	0
X1D7	4	116	30	41	8		195	(16)
X0D8	4	**					311	0
X0D9	4	80	105	87	40		312	92
X0D10	4	29	30	30	30		119	0
X0C11	3	53	49	39			141	(31)
X0C12	3	14	23	25	16		78	0
X1D13	4	97	92	63	59		311	0
X2B14	2	177	159	138			474	(165)
X0A15	1	176	0	0	0		176	0
X3C16	3	485	90	100	90		765	0
X3C18	3	203	267	266	333		1,069	0
X3B19	2	1,010	530				1,540	0
X1C20	3	173	155	107			435	0
X0C21	3	37	67				104	0
X2A22	1		768				768	0
X1D23	4	164	94	106			364	0
X1C24	3	295	109				404	0
Y0A25	1	290					290	0
Y1B26	2	225	201				426	0
Y1A27	1	70	125		20		215	0
Y0A28	1	425					425	0
Y1C29	3	9	117	109	156		391	0
Y0C30	3	45	27	44	54		170	0
Z1D31	4	85	45	16	12		158	0
Z1C32	3	150	98				248	0
Z1D33	4	**					413	0
Z1D34	4		90	22	14	4	130	(4)
Z2B35	2	**					600	0
TOTALS		5,145	3,627	1,535	974	7	13,690	(353)

*Total of students for each project may be equal to or less than the total number currently enrolled due to student attrition, or due to lack of accurate record-keeping and data available at the project.

**No information available

2. Teachers and Staff

a. Ethnic Background and Bilingual/Bicultural Living Experiences

Data Table II-A8 identifies the ethnic background of teachers and instructional assistants employed by project. The table shows that of the 510 teachers employed, 251 or 49 percent were Mexican Americans, 169 or 33 percent were Anglo, 32 or six percent were Puerto Rican, 20 or four percent were Cuban, and 36 or seven percent were either from other Latin American countries or Black. No information was available for project Z2B35 which had two teachers and 13 aides. Of the 410 instructional aides, 306 or 75 percent were Mexican American, 48 or 12 percent were Puerto Rican, 11 or three percent were Anglo-American, 13 or three percent were Cuban, and 19 or five percent were either from other Latin American countries or Black.

Data Table II-A9 identifies the BL/BC living experience of project teachers and aides. It was found that 343 of the 510 teachers (67 percent) have had some experience, either living, studying, or visiting in a Spanish-speaking country. Another 22, or four percent, have lived for an extended period of their life in a Latin or Spanish-speaking country, while 145 or 28 percent have had no bilcutural or bilingual experience. Similarly, for teacher aides, 369 or 90 percent of the aides have lived, studied or visited in a Spanish-speaking country; 29 or 7 percent have lived for an extended period of their lives in a Latin or Spanish-speaking country; and 12 aides or three percent have had no bicultural or bilingual experience.

b. Bilingual and Monolingual Teachers and Aides

Data Table II-A10 shows the number of bilingual and monolingual teachers and aides in bilingual education projects. Analysis of the data showed that 393, or 77 percent of the teachers for whom data were reported, were bilingual in Spanish and English. Another115 teachers or 23 percent were reported to be monolingual in English, while two teachers, or less than one percent, were monolingual in Spanish. It was also reported that 398 or 97 percent of the aides for whom data were reported were bilingual in Spanish and English. Another eight aides or two percent were monolingual in Spanish, while four aides or one percent were monolingual in English. When evaluating these data, it should be considered that it was obtained from

DATA TABLE II-A8

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Ethnic Background of Teachers and Instructional Aides

Project Code	Ethnic Background of Teachers and Aides											
	Anglo		M/A		Cuban		P. Rican		Other		Teachers	Aides
	T	A	T	A	T	A	T	A	T	A	Total	Total
X1D1	5		4	10			1				10	10
X0C2	6			6							6	6
X2D3	21		1	13						1	22	14
X2C4	6		14	24	1		1		2		24	24
X2D5	10		12	16					2		24	16
X2B6	2		4	[illegible]					8		14	14
X1D7	7		1	8						1	8	9
X0D8	10		2	13					1		13	13
X0D9	1		6	8					1		8	8
X0D10	2	1	2	3							4	4
X0C11	5		5	6							10	6
X0C12		1	3	2							3	3
X1D13	12	1		6							12	7
X2B14	10		11	12					1		22	12
X0A15	1		6	3							7	3
X3C16	6		21	19							27	19
X3C18			36	22							36	22
X3B19	7		44	26					1		52	26
X1C20			16	16							16	16
X0C21			4	4							4	4
X2A22			26	26							26	26
X1D23	7		1	5	3				1		12	5
X1C24	1	1	26	25							27	26
Y0A25	4				1		8	5			13	5
Y1B26	10				1	8	1	2	2	3	14	13
Y1A27	1	4			4		5	5	3	2	13	11
Y0A28	10				1		4	13	3	2	18	15
Y1C29					4		7	13	3	2	14	15
Y0C30							4	5	2	1	6	6
Z1D31	4		2	5	4		1	1			11	6
Z1C32		2	1		1	2			6	5	8	9
Z1D33	14		3	13							17	13
Z0D34	7	1		1		3		4		2	7	11
Z2B35						*	*	*			2	13*
Totals	169	11	251	306	20	13*	32*	48*	36*	19	510	410

*No ethnic distribution obtained for Z2B35, due to lack of records of school district which affort totals in asterisked columns.

DATA TABLE II-A9

Living Experiences of Teachers and Aides in the BL/BC Environment

Project Codes	Much		Some		None		Totals	
	Teachers	Aides	Teachers	Aides	Teachers	Aides	Teachers	Aides
X1D1			5	6	5	4	10	10
X0C2	1		5	6			6	6
X2D3			1	14	21		22	14
X2C4	3		19	24	2		24	24
X2D5	2		12	16	10		24	16
X2B6			14	14			14	14
X1D7			3	9	5		8	9
X0D8			2	13	11		13	13
X0D9			7	8	1		8	8
X0D10			4	3		1	4	4
X0C11			5	6	5		10	6
X0C12			3	3			3	3
X1D13				7	12		12	7
X2B14			15	12	7		22	12
X0A15			6	3	1		7	3
X3C16			21	19	6		27	19
X3C18			36	22			36	22
X3B19			49	26	3		52	26
X1C20			16	16			16	16
X0C21			4	4			4	4
X2A22			26	26			26	26
X1D23			2	5	10		12	5
X1C24			27	26			27	26
Y0A25			9	5	4		13	5
Y1B26			3	13	11		14	13
Y1A27			13	7		4	13	11
Y0A28	5	13	5		8	2	18	15
Y1C29			13	15	1		14	15
Y0C30			6	6			6	6
Z1D31	7	2	2	4	2		11	6
Z1C32	2	7	5	1	1	1	8	9
Z1D33			3	13	14		17	13
Z0D34	2	7	2	4	3		7	11
Z2B35				13	2		2	13
Totals	22	29	343	369	145	12	510	410

DATA TABLE II-A10

Bilingual Capabilities of Teachers and Aides

Project Number	Monolingual (English)		Monolingual (Spanish)		Bilingual (Spanish/English)		TOTALS	
	Teachers	Aides	Teachers	Aides	Teachers	Aides	Teachers	Aides
1	1				9	10	10	10
2					6	6	6	6
3	16				6	14	22	14
4	3	1			21	23	24	24
5					24	16	24	16
6					14	14	14	14
7	1				7	9	8	9
8	11				2	13	13	13
9					8	8	8	8
10					4	4	4	4
11	4				6	6	10	6
12					3	3	3	3
13	12					7	12	7
14	8				14	12	22	12
15	1				6	3	7	3
16	6				21	19	27	19
18					36	22	36	22
19	4				48	26	52	26
20					16	16	16	16
21					4	4	4	4
22					26	26	26	26
23	6				6	5	12	5
24		1			27	25	27	26
25	4				9	5	13	5
26	11			5	3	8	14	13
27			1		12	11	13	11
28	5	2	1		12	13	18	15
29					14	15	14	15
30					6	6	6	6
31					11	6	11	6
32	5				3	9	8	9
33	17					13	17	13
34				3	7	8	7	11
35					2	13	2	13
TOTALS	115	4	2	8	393	398	510	410

project personnel records, and that the extent of bilingualism of teachers and aides was not determined. In any case, the data indicates that all projects except two had at least two bilingual teachers. These exceptions did have a number of bilingual teaching aides. The fact that 77 percent of the teachers and 97 percent of the aides did have some bilingual competence is encouraging.

c. Employment Longevity of BL/BC Education Project Staff in Title VII Programs

Data Table II-A11 identifies the number of years employed for specific project staff members, by project. Directors were found to have been on the job an average of 2.2 years. In 44 percent of the projects sampled (15 projects), the number of years that the project director had been on the job was at least the same as the number of years the project had been receiving Federal funding. In five projects, the project director had been employed in that position for a time before the project started receiving Federal funds. On the other hand, in 16 of the projects, data on Data Table II-A11 shows that project directors have been employed in their positions for from one to three years fewer than the time the project has been in existence. This suggests a high turnover in that position.

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The data also show that the average teacher has been employed for 2.1 years. Teachers have been employed for an average of three years or more in ten projects. In 15 projects, teachers averaged between 2.0 and 2.8 years on the job. In the remaining projects, the average time of employment was under 1.5 years. The average time of employment for teacher aides was less than that for teachers, but only slightly (.1 of a year). In five projects, aides have been employed three years or more; in 21 projects, two years or more. The average number of years of employment for teacher aides was 2.0 years.

DATA TABLE II-A11

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Employment Longevity of Bilingual Project Staff in BL/BC Education Projects

Project Code	YEARS EMPLOYED IN BL/BC EDUCATION PROGRAMS					
	Director	Curriculum Specialist	Evaluator	Teachers	Aides	Yrs. in Operation with Federal Funds
X1D1	4	4	4	3	2	4
X0C2	3	3	3	1	1	3
X2D3	2	2	1	3	3	4
X2C4	1	1		2	2	3
X2D5	1	2	1	3	3	4
X2B6	1		2	2	2	2
X1D7	3	3	4	3	1	4
X0D8	3	3	4	2	2	4
X0D9	3	4	3	4	3	4
X0D10	4		4	2	2	4
X0C11	3	3	2	3	3	3
X0C12	3		2	2		3
X1D13	1	4	2	2		4
X2B14	2	2	2	2		2
X0A15	2	-		1	1	1
X3C16	3	3	3	2	2	3
X3C18	3	1	2	2	3	3
X3B19	1	1	1	1	2	2
X1C20	1	3	2	2	2	3
X0C21	3	3		1	1	3
X2A22	1	1	1	1	1	1
X1D23	4		2	3	2	4
X1C24	2		2	3	2	3
Y0A25	3			1	1	1
Y1B26	1	1	2	2	2	2
Y1A27	1			1	1	1
Y0A28	2	1		1	1	1
Y1C29	3	1	3	2	2	3
Y0C30	3			2	2	3
Z1D31	1	4	3	3	2	4
Z1C32	2		2	2	2	3
Z1D33	1	1	1	4	2	4
Z0D34	4		4	2	2	4
Z2B35	1			1	1	2
Average No. of Years	2.2	1.9	2.3	2.1	2.0	2.9

In 22 of the 29 projects which had been in operation two or more years, some teacher turnover had obviously taken place. Overall, however, the average teacher longevity in the projects was 2.1, while the 34 projects averaged 2.9 years funding under the Title VII (Bilingual Education) Program. Thus, teacher turnover should be considered significantly low.

Employment longevity of the project evaluators is discussed in the evaluation section of this report.

3. Community

As shown in Data Table II-A12, the number of students enrolled in bilingual projects is a very small percentage of both the total number of children in the school district and the total population of the area served by the local education agency. The Title VII projects sampled defined the second language target group as the Spanish-speaking school-age population. A comparison between percent of Spanish-speaking children in the LEA with the percent of Spanish-speaking children in the projects is shown in Data Table II-A13. Twenty-three of the 30 projects for which data were available had a higher proportion of Spanish-speaking children than the proportion found in the LEA school population. Seven projects had a smaller proportion of Spanish-speaking children enrolled than the proportion of Spanish-speaking children in the LEA student population.

Data Table II-A14 shows the percent of ethnic composition of the communities in which the projects are located. There are eight communities whose population is 50 percent or more Mexican American; 15 communities are more than 50 percent Anglo-American; and three communities are over 50 percent Black.

The percent of families in the LEAs earning less than $3,000 per year is also shown in Data Table II-A5. That Table shows that 13 of the 30 projects that reported these data reported that 50 percent or more of the families in the community earn less than $3,000 per year.

DATA TABLE II-A12

Total Population Served by Each Local Education Agency, the School Enrollment, and the Total Number of Students Enrolled in Each Project

Project Code	Total Population L. E. A.	School Enrollment Served by L. E. A.	Total Bilingual Project Students
X1D1	8,000	1,750	279
X0C2	5,000	1,200	180
X2D3	22,000	3,925	670
X2C4	459,074	117,086	693
X2D5	165,200	26,474	680
X2B6	24,290	6,876	385
X1D7	27,000	8,282	211
X0D8	420,000	119,747	311
X0D9	176,800	56,254	220
X0D10	69,837	9,500	119
X0C11	60,044	14,569	172
X0C12	13,600	5,495	78
X1D13	5,000	1,168	311
X2B14	62,000	760	639
X0A15	3,500	1,703	176
X3C16	20,000	10,000	765
X3C18	332,261	62,404	1,069
X3B19	52,000	19,259	1,540
X1C20	285,458	44,937	435
X0C21	74,669	4,742	104
X2A22	4,067	730	768
X1D23	35,000	2,310	364
X1C24	13,835	5,618	404
Y0A25	300,000	20,000	290
Y1B26	156,542	32,036	426
Y1A27	8,327,000	Not Available	215
Y0A28	Not Included	38,000	425
Y1C29	18,883	1,981	391
Y0C30	220,000	27,081	170
Z1D31	3,367,000	574,497	158
Z1C32	500,000	103,839	248
Z1D33	150,000	32,387	413
Z0D34	600,000+	96,239	134
Z2B35	Not Included	19,000	600
TOTAL	15,978,060	1,469,849	14,043

DATA TABLE II-A13

Comparison Between Percent of Spanish Speaking Children in Local Education Agencies and Percent of Spanish-Speaking Children Enrolled in Bilingual Projects

Project Code	Spanish-speaking Children in the L. E. A.	Spanish-dominant Students Enrolled in Bilingual Projects
X1D1	90 %	93 %
X0C2	98 %	73 %
X2D3	24 %	*
X2C4	21%	22%
X2D5	*	85 %
X2B6	33 %	48 %
X1D7	8 %	43 %
X0D8	20%	18 %
X0D9	20 %	45 %
X0D10	39 %	56 %
X0C11	25%	18 %
X0C12	50 %	54 %
X1D13	35 %	49 %
X2B14	*	63%
X0A15	51 %	71 %
X3C16	84 %	91 %
X3C18	50 %	100 %
X3B19	80 %	98 %
X1C20	53 %	74 %
X0C21	27 %	28 %
X2A22	97 %	99 %
X1D23	48%	46%
X1C24	85 %	81 %
Y0A25	60 %	59 %
Y1B26	19 %	57 %
Y1A27	15 %	63 %
Y0A28	40 %	35 %
Y1C29	25 %	50 %
Y0C30	68 %	86 %
Z1D31	9 %	84 %
Z1C32	25 %	53 %
Z1D33	12 %	28 %
Z0D34	2 %	72 %
Z2B35	52 %	*
Composite	Median: 37%	Median: 58%

*Data Breakdown not available

DATA TABLE II-A14

Ethnic Composition (By Percentile) of the Local Communities Where BL/BC Education Projects are Located

Project Number	Mexican-American	Anglo	Black	Puerto Rican	Other
1	76 %	22 %	1 %		1 %
2	82 %	11 %	1 %		6 %
3	28 %	62 %	8 %		3 %
4	17%	74%	6%		3%
5	24 %				
6	16 %	69 %	3 %		13 %
7	7 %	92 %	2 %		
8	31 %	59 %	7 %		3 %
9	18 %	69 %	10 %		2 %
10	31 %	66 %			3 %
11	23 %	70 %	5 %		2 %
12	33 %	66 %			
13	35 %	55 %	10 %		
14	* Information not Available				
15	50 %	49 %	1 %		
16	84 %	16 %			
18	* 55 %				
19	80 %	20 %			
20	29 %	67 %	4 %		
21	14 %	59 %	27 %		
22	97 %	3 %			
23	23 %	42 %	32 %	1 %	2 %
24	89 %	11 %			
25			1 %	9 %	90 %
26		81%	16 %	3 %	
27			84 %	15 %	
28			60 %	40 %	
29		10 %	5 %	65 %	20 %
30	1 %	25 %	13 %	60 %	1 %
31	* 1 %		32 %		
32		15 %	60 %	25 %	
33	20 %	50 %	30 %		
34		65 %	30 %	5 %	
35	*			52 %	
Composite	Median: 29%	Median: 57%	Median: 9. 5%	Median: 20%	Median: 3%

*Census Data not Available from Local School District

B. Instruction

1. Background

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a. Scope

Instruction is one of eight major component areas around which this study is organized. Using the project's standard data collection instrument, education specialists on each field team collected information and data in five key categories: program content, recipients of the program, instructional models; instructional process, and instructional program. Within these five categories, data and information on each of the 34 local BL/BC education projects were gathered on such subject areas as:

- Language of instruction;
- Subjects taught in both languages (including culture and heritage);
- Number of pupils enrolled;
- Placement procedures in effect;
- Teaching arrangements; and
- Instructional process employed (including curriculum, teaching approaches, methods, and monitoring of language and content).

b. General Sources of Data and Information

To gather the data and information on site, at least one teacher and aide per grade level at each of the Title VII education projects was interviewed. These interviewees were selected on a random basis from project personnel rosters. Curriculum specialists were also interviewed in those projects where such staff members were employed. (If the curriculum specialist's function was performed by another project staff member, this person was interviewed.) In some cases, field teams also obtained information from local Title VII project directors or their assistants, from local public school system specialists in curriculum and instruction, and from local consultants hired by the project for specific tasks in instruction and curriculum development, as they may have been available.

c. Relationship of Instruction to Other Study Components

By its very nature, the instructional component is closely related to the materials acquisition and development component of the BL/BC education study project. Indeed, the two components are interrelated, for without relevant materials to support the instructional process, a bilingual program could not function. Data and information obtained from local projects in the areas of materials acquisition and development will be referenced and used in this section of the report as appropriate and as they pertain to the instructional component. Also related to instruction is the parent and community involvement component included in this study. U.S. Office of Education guidelines for the Title VII program call for parental and community involvement in the classroom, and in curriculum and instructional planning. References to parent/community involvement will be made where relevant to this narrative.

2. Overview

Of the 34 Title VII projects in this study, 30 are teaching kindergartens; 34 have first grades; 31 have second grades; and 22 have third grades (see Data Table II-B1). The area of instruction included course content and language instruction methodology, staffing patterns, educational practices and approaches used to develop or change attitudes towards a minority culture, curriculum planning and integration into the larger school program, placement of pupils in the program, monitoring, and evaluation practices.

The Office of Education Guidelines for the Title VII ESEA program are so broad that various patterns of what constitutes a bilingual/bicultural program are not as yet completely defined. Half of the projects are teaching four content subjects in both languages. (Data Tables II-B8 and II-B10 detail four of the content areas most frequently taught among the 34 projects according to the percentage of time the content areas are taught to Spanish and English students).

DATA TABLE II-B1
GRADE LEVELS BEING TAUGHT

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Project Code	Grade Levels			
	Kindergarten	1st Grade	2nd Grade	3rd Grade
X1D1	X	X	X	X
X0C2	X	X	X	
X2D3	X	X	X	X
X2D4	X	X	X	X
X2D5	X	X	X	
X2B6	X	X	X	X
X1D7	X	X	X	X
X0D8	X	X	X	X
X0D9	X	X	X	X
X0D10	X	X	X	X
X0C11	X	X	X	
X0C12	X	X	X	
X1D13	X	X	X	X
X2B14	X	X	X	X
X0A15	X	X	X	X
X3C16	X	X	X	X
X3C18	X	X	X	X
X3B19	X	X		
X1C20	X	X	X	
X0C21	X	X		
X2A22	X	X	X	
X1D23		X	X	X
X1C24		X	X	X
Y0A25	X	X	X	
Y1B26	X	X		
Y1A27	X	X	X	X
Y0A28		X	X	
Y1C29	X	X	X	X
Y0C30	X	X	X	
Z1D31	X	X	X	X
Z1C32	X	X	X	X
Z1D33	X	X	X	X
Z0D34		X	X	X
Y2B35	X	X	X	X
	30 Projects are teaching Kindergarten	34 Projects are teaching First Grade	31 Projects are teaching Second Grade	22 Projects are teaching Third Grade

The methodology of teaching Spanish and English as a first or second language is employed in about half of the projects. This depends in most cases on whether the LEA had already established ESL or on the availability of trained and experienced Spanish teachers from Spanish-speaking countries.

A majority of projects, were using the staffing arrangement of a bilingual/bicultural teacher and bilingual/bicultural aide rather than any other arrangement. The next most frequently used arrangement was that of the monolingual teacher with a bilingual aide. However, since the definition of "bilingualism" varies from being able to carry on a conversation in a second language to having received university education in the language, levels of competence in the classroom also vary. There are no precise instruments in use yet to measure the bilingual competence of teachers or aides. Although teachers are certified for teaching, very often aides are left with the burden of giving instruction in content areas in Spanish for which they are neither trained nor qualified, i.e., mathematics, science, social studies.

Educational practices run the gamut from the strictly traditional self-contained classroom with the teacher instructing the whole group and the aide doing clerical or janitorial work to team-teaching practices in an open classroom organized into interest centers where pupils circulate on a systematic basis. Nonetheless, nearly all projects make use of large and small groupings, while individualized instruction is generally saved for the slow or newly enrolled pupil. (As is discussed in the analysis section of this report, the six projects which have been identified through this study as containing the highest number of success factors employ such educational practices as open classrooms with interest centers; use teachers, aides and tutors with small groupings; and assist children on an individual basis to a larger extent.)

Although there is a desire in most projects to introduce pupils to cultural practices and historical figures of the target population, the teaching of cultural values is not readily comprehended by the average classroom teacher or aide.

The planning of a curriculum for bilingual/bicultural education and its integration with the total school system is also extremely limited. This fairly new field of educational endeavor requires expert guidance, though very little was found at Title VII projects sampled. Curriculum tends to follow state curriculum plans, with the translation of content areas into Spanish. In addition, very few projects have defined their goals or expectations for pupils when they pass on to grade levels beyond the one which is funded by Title VII for bilingual/bicultural education. The exceptions are those projects whose aim is to teach the pupils English as soon as possible.

Placement of the Spanish pupil in the program is more automatic than placement of the English dominant pupil. Systematic, thorough testing, placement procedures, or rationale for placement have not as yet been developed.

Monitoring and evaluation practices vary from teachers who may or may not test on a pre-post basis, to those who test frequently for achievement.

3. Narrative and Discussion

6

a. Content of the Program

Title VII ESEA programs funded by the Bilingual Education Act are to teach language arts in English and Spanish, to offer at least one other subject in Spanish, and are to expose pupils to the culture and heritage of participating ethnic groups. These aspects of the 34 projects in the study are discussed below.

(1) Language Arts

English and Spanish language arts were taught to Spanish dominant students on all project grade levels in 100% of the projects. The same is true for all projects having English dominant students (six of the 34 either had no English dominant students, or their numbers were insignificant to teach both English and Spanish language arts). Data Tables II-B2 and II-B3 on the following pages depict the percentage of English and Spanish dominant pupils of each project and the percentage of time given to the teaching of English and Spanish language arts by grade level in each project. These tables also indicate those projects which teach English and Spanish as a second language (ESL and SSL). Finally, the tables give the project means for time spent in the teaching of both Spanish

DATA TABLE II-B2
PERCENTAGE OF TIME LANGUAGE ARTS IN SPANISH (S) AND ENGLISH (E) ARE TAUGHT ACCORDING TO GRADE LEVEL BY PROJECT FOR ENGLISH DOMINANT STUDENTS

Project Number	% Eng. Dom. Students	K		**	1 Grade			2 Grade			3 Grade			Project Mean	
		S	E	SSL	S	E	SSL	S	E	SSL	S	E	SSL	S	E
1	7	15	85	X	15	85	X	50	50	X	15	85	X	24	76
2	27	10	90	X	5	95	X	10	90	X	NA			8	92
3	***	10	90	X	10	90	X	10	90	X	10	90	X	10	90
4	79	50	50	X	50	50	X	50	50	X	50	50	X	50	50
5	15	50	50	X	30	70	X	50	50	X	NA			43	57
6	52	60	40	X	50	50	X	50	50	X	20	80	X	45	55
7	43	25	75		25	75		25	75		25	75		25	75
8	65	25	75	X	25	75	X	10	90	X	10	90	X	18	82
9	55	20	80	X	20	80	X	10	90	X	10	90	X	15	85
10	45	50	50	X	50	50	X	40	60	X	40	60	X	45	55
11	49	50	50		50	50		50	50		NA			50	50
12	46	50	50	X	40	60	X	50	50	X	NA			47	53
13	51	50	50		50	50		50	50		30	70		45	55
14	37	50	50		50	50		50	50		50	50		50	50
15	29	50	50		50	50		35	65		25	75		40	60
16	9	50	50	X	5	95	X	5	95	X	5	95	X	16	84
* 18	.001	*													
* 19	2	*						NA			NA				
* 20	26	****									NA				
21	71	70	30		70	30		NA			NA			70	30
* 22	1										NA				
23	54	NA			50	50	X	50	50	X	50	50	X	50	50
24	19				50	50	X	33	67	X	33	67	X	38	62
* 25	41	50	50		0	100					NA			25	75
26	43	50	50	X	50	50	X							50	50
27	37	50	50		50	50		50	50		50	50		50	50
28	65				10	90	X	50	50	X	NA			30	70
29	50	50	50		50	50		50	50		50	50		50	50
30	14	33	67		33	67		40	60		NA			35	65
31	16	25	75		50	50		50	50		25	75		38	62
32	47	40	60		50	50		30	70		50	50		43	57
33	72	50	50	X	25	75		60	40	X	50	50	X	46	54
34	28				50	50	X	40	60	X	30	70	X	40	60
* 35	0														
Totals				13			16			16			12	38	62
% of Grd Levels				43			47			52			55		

Summary: SSL is taught in 58 grade levels (K-3) in the 34 projects 47% of the time.

* = Either no English dominant children enrolled in program, or number of English dominant children is insignificant.

**SSL = Spanish as a second language.

N/A: This grade level not taught in this project.

*** = Spanish/English dominant students breakdown not available.

**** = Information not obtained

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NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

DATA TABLE II-B3
PERCENTAGE OF TIME LANGUAGE ARTS IN SPANISH (S) AND ENGLISH (E) ARE TAUGHT ACCORDING TO GRADE LEVEL BY PROJECT FOR SPANISH DOMINANT STUDENTS

Project Number	% Span. Dom. Students	K			1			2			3			Project Mean	
		S	E	ESL	S	E	ESL	S	E	ESL	S	E	ESL	S	E
1	93	85	15	X	85	15	X	50	50	X	15	85	X	59	41
2	73	10	90	X	5	95	X	10	90	X	NA			8	92
3	***	10	90		10	90		10	90		10	90		10	90
4	21	50	50	X	50	50	X	50	50	X	50	50		50	50
5	85	50	50	X	40	60	X	50	50	X	50	50		47	53
6	48	60	40	X	50	50	X	50	50	X	80	20	X	60	40
7	57	30	70	X	30	70	X	30	70	X	30	70	X	30	70
8	35	25	75		25	75		10	90		10	90		18	82
9	45	20	80		20	80		10	90		10	90		15	85
10	55	50	50	X	50	50	X	40	60	X	60	40	X	50	50
11	51	50	50		50	50		50	50		NA			50	50
12	54	50	50	X	60	40	X	50	50	X	NA			53	47
13	49	50	50		50	50		50	50		30	70		45	55
14	63	50	50		50	50		50	50		50	50		50	50
15	71	50	50		50	50		35	65		45	55		45	55
16	91	50	50	X	25	75	X	30	70	X	25	75	X	33	67
18	99	95	5	X	90	10	X	75	25	X	50	50	X	78	22
19	98	50	50	X	50	50	X	NA			NA			50	50
20	74	50	50		50	50		50	50		NA			50	50
21	29	70	30		70	30		NA			NA			70	30
22	99	90	10	X	50	50	X	50	50	X	NA			63	37
23	46	NA			50	50	X	50	50	X	50	50	X	50	50
24	81		NA		50	50		33	67		33	67		39	61
25	59	90	10	X	55	45		70	30		NA			72	28
26	57	50	50	X	50	50	X	NA			NA			50	50
27	63	50	50		50	50		50	50		50	50		50	50
28	35		NA		90	10	X	50	50	X	NA			70	30
29	30	50	50	X	50	50	X	50	50	X	50	50	X	50	50
30	97	33	67		33	67		40	60		NA			35	65
31	84	50	50	X	75	25	X	50	50		-	100		44	56
32	53	40	60		50	50		30	70		50	50		43	57
33	28	50	50		25	75		60	10		50	50		46	54
34	72	NA			50	50	X	40	60	X	30	70	X	40	60
35	100	50	50		50	50		50	50		-	100		38	62
Totals				16			18			15			9	46	54
% of Grd Levels				53			53			48			39		

Summary: ESL is taught in 57 grade levels (K-3) in the 34 projects 48% of the time.

*ESL = English as a second language.

N/A: This grade level not taught in this project

** = Spanish/English dominant students breakdown not obtained.

NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

and English language arts as a second language. Although both languages are taught in all projects, there is great variance among the projects in time and method for teaching language.

Another variable is that of the language dominance of the pupil. Three of these projects which had a substantially higher proportion of Spanish dominant pupils than English dominant (X1D1, X3C18, X2A22) began with the teaching of Spanish language arts to Spanish dominant children in kindergarten at a higher percentage of the time than with the teaching of English. The time spent teaching language arts in both Spanish and English is reduced at these projects as the pupils are promoted to higher grades.

In eight of the nine projects where there is almost an equal number of Spanish and English dominant students (X2B6, X0D10, X0C11, X0C12, X1D13, X1D23, Y1C29, Z1C32), language arts in both languages are taught on a nearly 50-50 basis. In the remaining 26 projects, no discernible pattern emerges relating language dominance to time given to teaching Spanish and English language arts.

Data Table II-B3 shows that English as a second language (ESL) was taught to Spanish dominant pupils in 53% of the kindergartens; 53% of the first grades; 48% of the second grades; and 39% of the third grades. This gives an average of 48% for all grades in the projects sampled.

As shown in Data Table II-B2, Spanish as a second language (SSL) was taught in about the same percentages to English dominant pupils. Forty-three percent of the projects were teaching SSL in kindergarten; 47% in first grade; 52% in second grade; and 55% in third grade. The average for projects teaching SSL for all grades is 49%.

Data Tables II-B4 and II-B5 on the next page summarize Data Tables II-B2 and II-B3, grouping, according to percentile, the number of projects and the project mean time spent in teaching Spanish and English language arts to both groups of pupils.

The figures of the project mean for the time spent per project in teaching Spanish and English language arts

DATA TABLE II-B4
PROJECT MEANS FOR TIME ENGLISH LANGUAGE ARTS TAUGHT TO SPANISH AND ENGLISH DOMINANT PUPILS

Project Mean	Number of Projects Instructing Spanish Dominant Pupils	Number of Projects Instructing English Dominant Pupils
0% - 25%	1	1
26% - 50%	17	8
51% - 75%	12	15
76% - 100%	4	6

DATA TABLE II-B5
PROJECT MEANS FOR TIME SPANISH LANGUAGE ARTS TAUGHT TO SPANISH AND ENGLISH DOMINANT PUPILS

Project Mean	Number of Projects Instructing Spanish Dominant Pupils	Number of Projects Instructing English Dominant Pupils
0% - 25%	4	8
26% - 50%	22	21
51% - 75%	7	1
76% - 100%	1	0

reveal that both Spanish and English dominant pupils are spending more time in English language arts than in Spanish as shown in Data Table II-B4. Sixteen projects teach Spanish dominant pupils English more than 50% of the time; 20 projects teach English dominant pupils English language arts more than 50% of the time. From Data Table II-B5, it can be seen that eight projects teach Spanish dominant pupils Spanish more than fifty percent of the time, while only one project spends more than 50% of the time teaching Spanish to English dominant pupils.

The patterns of increasing, decreasing or equaling the time for teaching English and Spanish language arts from kindergarten to third grade was not the same for both groups of pupils. The percentage of time increased in fourteen projects for teaching English to Spanish dominant pupils, but increased only in four projects for the time Spanish language arts is taught to English dominant pupils (as shown in Data Tables II-B6 and II-B7). Time spent teaching language arts remained the same in 16 projects for the Spanish dominant pupils and 14 for the English dominant pupils. Time spent learning the second language decreased in four projects for the Spanish dominant and in 11 for the English dominant.

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Data Table II-B2 indicates that, on the average, the time assigned for teaching Spanish language arts to English dominant pupils tends to decrease as the pupils progress from grade to grade. The median drops from 50% in kindergarten, to 31% in the 3rd grade.

The reverse occurs for Spanish dominant pupils, but to a lesser extent. Teaching English language arts to these pupils increases as they progress from grade to grade. In kindergarten, the median is 50%, while in the third grade, the median percent of English instruction for Spanish dominant pupils increased to 55%. In only three projects was the time assigned to teach Spanish language arts to Spanish dominant pupils greater in the third grade than in the first (X2B06, X0D10, and Z1C32).

DATA TABLE II-B6
CHANGE OF PERCENTAGE OF TIME SPENT TEACHING ENGLISH LANGUAGE ARTS TO SPANISH DOMINANT PUPILS FROM LOWEST GRADE TO HIGHEST GRADE LEVEL TAUGHT

% of Time	No. of Projects
Increase	14
Remained the Same	16
Decreased	4

DATA TABLE II-B7
CHANGE OF PERCENTAGE OF TIME SPENT TEACHING SPANISH LANGUAGE ARTS TO ENGLISH DOMINANT PUPILS FROM LOWEST GRADE TO HIGHEST GRADE LEVEL TAUGHT

% of Time	No. of Projects
Increased	4
Remained the Same	14
Decreased	11

(2) Content Areas

(a) English Dominant Pupils

Table II-B8 depicts for each project the percentage of English dominant pupils, the percentage of time allocated for teaching each content area in Spanish by and across grade level, and the percentage of time allocated for teaching all content areas in Spanish, by and across grade levels. Data Table II-B9 summarizes the data, and mean percentiles, in Data Table II-B8.

A review of project means in Data Table II-B9 shows that three projects (X2D3, X0D8, Y0A25) indicated they did not teach content areas in Spanish to English dominant students. Four other projects (X0C2, X1D13, Y0A28, Z1D33) teach Spanish in content areas ranging from 4% to 8% of the time to English dominant students.

On the other hand, extrapolating from Table II-B9, four projects, in which English dominant pupils ranged from 9% to 44% of the total students in the program, teach in Spanish in the kindergartens on the average of 50% or more of the time. (Projects X3C16, X2D5, X0D10, Z1D31). Table II-B8 may be further summarized in the following manner:

Average % of time content instruction is taught in Spanish to English dominant pupils	Number of Projects per Grade Level*			
	K	1	2	3
0 - 10%	6	11	10	9
11 - 25%	9	4	6	6
26 - 60%	10	13	10	5

*Specific amount of time represented by each percentage varies by both content area and project.

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DATA TABLE II-B8

PERCENT OF TIME CONTENT AREAS ARE TAUGHT IN SPANISH AND ENGLISH TO ENGLISH DOMINANT STUDENTS

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KINDERGARTEN

FIRST GRADE

	English Dom Students	Spanish Dom Student	Math		Art		Science		Social Studies		Project Mean		Math		Art		Science		Social Studies		Project Mean	
X1P1	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
X0022	22	21	15	85	15	85	15	85	15	85	15	85	15	85	15	85	15	85	15	85	15	[illegible]

SECOND GRADE

THIRD GRADE

	English Dom Students	Spanish Dom Student	Math		Art		Science		Social Studies		Project Mean		Math		Art		Science		Social Studies		Project Mean	
Median	41	57	24	76.5	23	77	16	84	21	79	22	74	13	82	17	83	15	85	18	82	[illegible]	[illegible]

* No information was available at these projects

** No English dominant students

*** N/A since only a few classes have one pupil each who is English dominant. They follow the same curriculum

**** Information not obtained

***** Not part of project

DATA TABLE II-B9
COMPARISON BY GRADE LEVEL FOR EACH PROJECT OF PERCENTAGE OF TIME CONTENT AREAS ARE TAUGHT IN SPANISH AND ENGLISH TO ENGLISH DOMINANT STUDENTS

Project Number	% of Eng Dom. Students	Grade Levels								Project Mean K-3	
		K		1		2		3			
		S	E	S	E	S	E	S	E	S	E
1	7	15	85	15	85	35	65	13	87	20	80
2	27	5	95	3	97	5	95	*	*	4	94
3	****	0	100	0	100	0	100	0	100	0	100
4	18	13	87	10	90	30	70	15	85	17	83
5	15	50	50	48	52	35	65	*	*	44	56
6	52	38	62	50	50	25	75	10	90	31	69
7	43	19	81	18	82	15	85	15	85	17	83
8	65	0	100	0	100	0	100	0	100	0	100
9	55	0	100	0	100	0	100	0	100	0	100
10	44	50	50	50	50	43	57	43	57	47	53
11	49	36	64	31	69	50	50	*	*	39	61
12	46	25	75	30	70	25	75	*	*	26	74
13	51	13	87	13	87	4	96	0	100	8	92
14	37	38	62	10	90	25	75	0	100	18	82
15	29	38	62	38	62	9	91	0	100	21	79
16	9	50	50	3	97	3	97	3	97	19	81
18	0	**									
19	2	**									
20	26	**									
21	51	18	82	10	90					14	86
22	1	**									
23	56	*	*	38	62	25	75	20	80	28	72
24	19	*	*	38	62	25	75	25	75	29	71
25	41	0	100	0	100	***	***	*	*	0	100
26	43	25	75	31	69	***	***	*	*	28	72
27	37	50	50	50	50	50	50	50	50	50	50
28	65	*	*	5	95	8	92	*	*	7	93
29	50	25	75	38	62	38	62	50	50	38	62
30	11	25	75	13	87	0	100	*	*	13	87
31	16	58	42	38	62	46	54	24	76	42	58
32	49	40	60	50	50	38	62	50	50	45	55
33	72	10	90	0	100	10	90	0	100	5	95
34	23	*	*	5	95	40	60	47	53	31	69
35	****										
Mean		26	74	22	78	22	78	18	82	22	78

* = Grade level (s) not taught at this project.

** = No or too few English dominant students to be statistically significant at this project at all grade levels.

*** = No information obtained.

**** = Statistical breakdown not available at project.

NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

It should be noted that three projects have no English dominant students enrolled, or a very low percent, and that two projects had no breakdown of English/Spanish dominance students.

Thus, projects take two trends: (1) towards teaching more time in Spanish as the pupil advances to a higher grade level, as occurs in seven projects and (2) towards teaching less Spanish as the pupil advances to a higher grade level, as occurs in 13 projects. In thirteen projects, instruction time in Spanish for the English dominant child as he advances from K-3 is almost the same deviating less than 7 percentage points.

(b) Spanish Dominant Pupils

The use of Spanish as the language of instruction for subjects other than language arts was found to occur in the 34 projects for the Spanish dominant child. Table II-B10 depicts the same information as Table II-B8 except that it focuses on Spanish dominant pupils. (Data Table II-B11 further summarizes the data from Data Table II-B10.)

There were nine projects where the percentage of Spanish dominant pupils was from 81% to 100%. In only two of the nine was there a correspondingly high mean percent of content areas being taught in Spanish (67% and 74%). In the other seven projects, percentage of time content areas were taught in Spanish ranged from a low of 29% to a high of 47%.

In the 13 projects whose percentage of Spanish dominant children ranged from 48% to 63%, seven projects taught content areas in Spanish similar percentages of the time. In the remaining six of the 13 projects, the mean time content areas were taught in Spanish ranged from a low of 16% to a high of 44% of the time.

Data Tables II-B10 and II-B11 may be summarized in another way as follows:

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PERCENT OF TIME CONTENT AREAS ARE TAUGHT IN SPANISH AND ENGLISH TO SPANISH DOMINANT STUDENTS

KINDERGARTEN

	English Dom. Students	Spanish Dom. Student	Math		Art		Science		Social Studies		Project Mean	
			S	E	S	E	S	E	S	E	S	E
X1D1	% 7	% 93	85	15	85	15	85	15	85	15	85	15
X0C2	37	73	10	90	10	90	0	100	0	100	5	[illegible]
X2D3			0	100	10	90	0	100	0	100	3	[illegible]
X2C4	28	72	50	50	0	100	0	100	0	100	25	[illegible]
X2D5	15	85	50	50	50	50	50	50	50	50	[illegible]	[illegible]
X2D6	52	48	0	100	0	50	50	50	[illegible]	80	[illegible]	[illegible]
X1D7	43	57	25	75	[illegible]	75	0	100	25	75	19	[illegible]
X0D8	65	35	0	100	[illegible]	[illegible]	0	100	0	100	11	[illegible]
X0D9	55	45	0	100	0	100	0	100	20	80	13	[illegible]
X0C10	41	[illegible]	50	50	50	50	50	50	50	50	50	[illegible]
X0C11	49	51	25	75	50	50	60	40	50	50	11	[illegible]
X0C12	40	60	50	50	50	50	0	100	50	50	43	[illegible]
X1D13	51	49	50	50	0	100	0	100	20	80	25	75
X2E14	37	63	50	50	[illegible]	50	0	100	0	100	[illegible]	75
X0A15	29	71	50	50	0	100	50	50	50	50	[illegible]	[illegible]
X3C16	9	91	50	50	[illegible]	[illegible]	0	100	50	50	[illegible]	[illegible]
X3C17	0	100	100	0	[illegible]	25	100	0	100	0	34	[illegible]
X3B19	2	98	[illegible]	70	50	50	30	[illegible]	60	40	45	[illegible]
X1C20	26	74	50	50	50	50	50	50	0	100	33	[illegible]
X0C21	51	49	[illegible]	50	30	70	0	100	0	100	14	[illegible]
X2A22	1	99	2	100	10	90	25	75	75	25	28	[illegible]
X1D23	54	46	****									
X1C24	19	81	*****									
Y0A25	41	59	95	5	100	0	90	10	95	5	95	
Y1B26	43	57	50	50	50	50	0	100	50	50	38	[illegible]
Y1A27	37	63	50	50	50	50	50	50	50	50	50	[illegible]
Y0A28	65	35	****									
Y1C29	60	40	50	50	50	50	50	50	50	50	50	
Y0C30	14	86	[illegible]	12	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	35	19	[illegible]
Z1D31	16	84	[illegible]	12	[illegible]	[illegible]	25	[illegible]	50	25	75	[illegible]
Z1C32	17	83	[illegible]	10	[illegible]	[illegible]	50	0	50	[illegible]	[illegible]	[illegible]
Z1D33	31	[illegible]	[illegible]	50	[illegible]	[illegible]	0	100	50	60	23	[illegible]
Z0D34	5		[illegible]									
[illegible]			[illegible]	50	[illegible]	[illegible]	50	50	0	50	50	50
Median	43	57	45	55	41	59	30	70	41	59	42	53

FIRST GRADE

	Math		Art		Science		Social Studies		Project Mean	
	S	E	S	E	S	E	S	E	S	E
X1D1	85	15	85	15	85	15	85	15	85	15
X0C2	5	95	5	95	5	95	5	95	5	95
X2D3	0	100	0	100	0	100	0	100	0	100
X2C4	50	50	50	50	0	100	50	50	38	62
X2D5	40	60	40	60	40	60	40	60	40	60
X2D6	50	50	50	50	50	50	50	[illegible]	50	50
X1D7	25	75	25	75	5	[illegible]	25	75	25	75
X0D8	0	100	100	0	0	100	0	100	0	100
X0D9	0	100	0	100	0	100	50	[illegible]	13	87
X0C10	50	50	50	50	50	50	50	[illegible]	50	50
X0C11	50	50	50	50	50	50	75	25	56	44
X0C12	60	40	60	40	0	100	60	[illegible]	45	55
X1D13	50	50	0	100	0	100	50	[illegible]	25	75
X2E14	50	50	0	100	0	100	50	[illegible]	25	75
X0A15	50	50	50	50	50	50	50	50	50	50
X3C16	0	100	0	100	50	50	50	[illegible]	25	75
X3C17	50	50	50	50	100	0	100	[illegible]	75	25
X3B19	50	50	50	50	60	40	0	100	40	60
X1C20	50	50	50	50	50	50	65	35	54	46
X0C21	50	50	0	100	0	100	0	100	13	87
X2A22	0	100	0	50	0	50	50	[illegible]	38	62
X1D23	0	100	50	50	0	100	50	[illegible]	25	75
X1C24	50	50	0	50	50	50	50	50	50	50
Y0A25	0	100	50	50	0	100	80	20	33	67
Y1B26	50	50	50	50	50	50	50	50	50	50
Y1A27	50	50	50	50	50	50	50	50	50	50
Y0A28	0	100	100	0	100	0	80	[illegible]	70	30
Y1C29	50	50	50	50	50	50	0	100	[illegible]	[illegible]
Y0C30	60	40	67	33	20	80	20	80	42	58
Z1D31	50	50	0	100	50	[illegible]	65	35	31	70
Z1C32	50	50	50	50	50	50	50	50	50	50
Z1D33	0	100	0	100	0	100	0	100	0	100
Z0D34	50	50	0	100	0	100	50	[illegible]	25	75
[illegible]	50	50	0	50	50	50	50	50	50	50
Median	36	64	39	61	33	67	44	56	38	62

SECOND GRADE

	English Dom. Students	Spanish Dom. Student	Math		Art		Science		Social Studies		Project Mean	
			S	E	S	E	S	E	S	E	S	E
X1D1	7	93	80	20	60	40	60	40	60	40	65	35
X0C2	27	73	[illegible]	90	10	90	10	90	0	100	8	92
X2D3			0	100	0	100	0	100	0	100	0	100
X2C4	28	72	[illegible]	75	0	100	0	100	50	50	19	[illegible]
X1D5	15	85	50	50	50	50	50	50	50	50	50	[illegible]
X2D6	52	48	50	50	50	50	50	50	50	50	50	[illegible]
X1D7	41	57	[illegible]	70	30	70	0	100	25	75	21	[illegible]
X0D8	[illegible]	[illegible]	0	100	0	100	0	100	0	100	19	[illegible]
X0D9	[illegible]	[illegible]	0	100	0	100	0	100	50	50	13	[illegible]
X0C10	43	[illegible]	40	60	50	50	40	60	40	60	43	[illegible]
X0C11	43	51	[illegible]	50	50	50	50	50	50	50	50	
X0C12	40	51	[illegible]	50	50	50	0	100	50	50	35	65
X1D13	51	49	[illegible]	100			0	[illegible]	[illegible]	85	8	[illegible]
X2E14	37	[illegible]	[illegible]	50	50	50	50	50	50	50	43	57
X0A15	29	71	[illegible]	50	0	100	0	100	0	100	38	62
X3C16	9	91	[illegible]	[illegible]	50	[illegible]	0	[illegible]	50	50	35	[illegible]
X1C17	9	91	[illegible]	50	50	50	100	0	100	0	25	[illegible]
X3B19	2	98	****									
X1C20	26	74	[illegible]	50	0	100	0	100	50	50	25	[illegible]
X0C21	51	49	****									
X2A22	1	99	[illegible]	100	50	[illegible]	50	50	50	50	38	62
X1D23	54	46	[illegible]	100	0	[illegible]	[illegible]	100	50	50	25	[illegible]
X1C24	19	81	[illegible]	67	0	100	33	67	33	67	25	[illegible]
Y0A25	41	59	[illegible]	50	50	[illegible]	0	100	50	50	25	[illegible]
Y1B26	43	57	****									
Y1A27	17	83	[illegible]	50	50	50	50	[illegible]	50	50	50	[illegible]
Y0A28	65	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	100	0	100	0	[illegible]	[illegible]
Y1C29	50	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	50	50	10	90	40	[illegible]
Y0C30	14	[illegible]	[illegible]	15	50	[illegible]	0	100	0	100	27	7
Z1D31	16	[illegible]	[illegible]	10	10	90	[illegible]	[illegible]	60	40	16	[illegible]
Z1C32	17		[illegible]	50	50	[illegible]	50	[illegible]	50	50	50	[illegible]
Z1D33	77		[illegible]	100	0	100	0	100	30	[illegible]	10	[illegible]
Z0D34	28	72	0	100	0	100	0	100	40	60	10	[illegible]
[illegible]			[illegible]	50	50	[illegible]	50	50	50	50	50	50
Median	43	57	33	67	32	68	29	[illegible]	42	58	34	66

THIRD GRADE

	Math		Art		Science		Social Studies		Project Mean	
	S	E	S	E	S	E	S	E	S	E
X1D1	50	50	50	50	15	85	15	85	33	67
X0C2	*****									
X2D3	0	100	0	100	0	100	0	100	0	100
X2C4	50	50	50	50	50	50	50	50	50	50
X1D5	***									
X2D6	80	20	80	20	80	20	80	20	80	20
X1D7	30	70	30	70	0	100	25	75	21	79
X0D8	10	90	0	100	0	100	0	[illegible]	3	97
X0D9	30	70	0	100	0	100	50	50	20	80
X0C10	60	40	50	50	60	40	60	40	58	42
X0C11										
X0C12										
X1D13	[illegible]	60	0	100	0	100	0	100	10	[illegible]
X2E14	[illegible]	50	50	50	0	100	50	[illegible]	38	62
X0A15	[illegible]	20	20	[illegible]	[illegible]	[illegible]	50	[illegible]	[illegible]	[illegible]
X3C16	[illegible]	100	10	90	25	75	40	[illegible]	19	81
X1C17	50	50	50	50	50	50	50	50	10	50
X3B19										
X1C20										
X0C21										
X2A22										
X1D23	[illegible]	50	50	50	0	100	50	[illegible]	[illegible]	62
X1C24	[illegible]	67	0	100	33	67	33	67	25	75
Y0A25	***									
Y1B26										
Y1A27	50	50	50	50	50	50	50	50	[illegible]	50
Y0A28										
Y1C29	[illegible]	50	50	50	50	50	50	50	[illegible]	50
Y0C30										
Z1D31	[illegible]	50	0	100	0	100	50	50	25	75
Z1C32	[illegible]	60	50	30	60	60	50	[illegible]	[illegible]	[illegible]
Z1D33	0	100	0	100	0	100	[illegible]	[illegible]	0	100
Z0D34	20	70	0	100	30	70	30	70	23	67
[illegible]	50	50	50	50	50	50	50	50	[illegible]	[illegible]
Median	30	[illegible]	30	70	27	73	38	62	33	67

* No information was available at these projects

** No English dominant students

*** N/A since only a few classes have one pupil each who is English dominant. They follow the same curriculum

**** Information not obtained

***** Not part of project

DATA TABLE II-B11

Comparison by Grade Level for Each Project of Percentage of Time Content Areas are Taught in Spanish and English to Spanish Dominant Students

Project	% Spanish	K % S	K % E	1 % S	1 % E	2 % S	2 % E	3 % S	3 % E	Project Mean K-3 S	Project Mean K-3 E
1	93	85	15	85	15	65	35	33	67	67	33
2	73	5	95	5	95	8	92	X	X	6	94
3	NA	3	97	0	100	0	100	0	100	1	99
4	22	25	75	38	62	19	81	50	50	33	67
5	85	50	50	40	60	50	50	X	X	47	53
6	48	38	62	50	50	50	50	80	20	55	45
7	57	19	81	25	75	21	79	21	79	22	78
8	35	10	90	0	100	10	90	3	97	6	94
9	45	13	87	13	87	13	97	20	80	15	85
10	55	50	50	50	50	43	57	58	42	50	50
11	51	61	39	56	44	50	50	X	X	56	44
12	54	38	62	45	55	38	62	X	X	40	60
13	42	25	75	25	75	8	92	10	90	17	83
14	63	25	75	25	75	45	55	38	62	33	67
15	71	38	62	50	50	38	62	50	50	44	56
16	91	38	62	25	75	35	65	19	81	29	71
18	100	94	6	75	25	75	25	50	50	74	26
19	98	45	55	40	60	X	X	X	X	43	57
20	74	38	62	54	46	25	75	X	X	39	61
21	49	18	82	13	87	X	X	X	X	16	84
22	99	28	72	38	62	38	62	X	X	35	65
23	46	X	X	25	75	25	75	38	62	29	71
24	81	X	X	50	50	25	75	25	75	33	67
25	[illegible]	95	5	33	67	38	62	X	X	55	45
26	57	38	62	50	50	X	X	X	X	44	56
27	63	50	50	50	50	50	50	50	50	50	50
28	35	X	X	70	30	58	42	X	X	64	36
29	50	50	50	38	62	40	60	50	50	45	55
30	86	19	81	42	58	29	71	X	X	30	70
31	64	76	24	41	59	46	54	25	75	47	53
32	53	68	32	50	50	50	50	50	50	55	45
33	28	23	77	0	100	10	90	0	100	8	92
34	72	X	X	25	75	10	90	23	77	19	81
35	N.A.	50	50	50	50	50	50	50	50	50	50
Mean		42	58	38	62	34	66	33	67	37	63

N/A = No breakdown of pupil language available.
X = Grade level not taught at this project.

NOTE: The specific amount of time represented by each percentage is variable both by content area and project.

Average % of time content is taught in Spanish to Spanish dominant pupils	Number of Projects per Grade Level*			
	K	1	2	3
1 - 25%	10	11	12	8
26 - 50%	13	17	10	5
51 - 75%	2	4	0	
76 - 100%	4	1	0	

*Specific amount of time as represented by each percentile varies by both content area and project.

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Seventeen projects decreased the percentage of the amount of time spent teaching in Spanish as pupils progressed to higher grade levels; twelve increased the usage of Spanish; and five remained about the same. For example, project X1D1 in Table II-B11 started out with an 85-15 proportion for teaching Spanish and English in kindergarten and the first grade. In the second grade the project taught Spanish English at a ratio of 65-35. In third grade the ratio of Spanish/English was reversed to 33/67.

Again looking at Table II-B9, the reverse process is found to occur with English dominant pupils at project X1D1. The project began with a 15-85 ratio of Spanish to English in kindergarten and the first grade, shifting to 35-65 in second grade and to 13-87 in the third grade. In this particular project children are taught both in small groups and individually. They are given instruction in Spanish or English, depending on their language dominance.

In project X0D10 where the diglossia** method is used, children hear the lesson in one language and then have it reinforced in the second. This is a standard practice at this project and accounts for the fact that both English and Spanish dominant pupils receive a 50/50 ratio of time in kindergarten and the first grade, a 43/57 ratio in the second grade, and a 58/42 ratio in the third grade.

**diglossia--two tongues/two languages

In project X2D5 a variety of teaching methods was used to meet the needs of participating schools as well as the situations which differed within a particular school. Teachers moved from one small group to another teaching a subject in either Spanish or English. The method of reinforcement was also used whereby a pupil would learn a mathematical concept in English with an Anglo teacher and then the same concept in Spanish with a Mexican American teacher. The kindergarten and first grades provide a 50-50 ratio of instruction to the Spanish dominant pupil, (Table II-B11) a slight difference from the 48-52 ratio provided to the English dominant first graders (Table II-B9). The difference increases in the second grade because of a situation in one school where children were separated by classroom on a language basis because of classroom space problems. In this instance the English dominant pupil received the Spanish instruction because they had more time in the day with a monolingual teacher, whereas the Spanish pupils were being taught by a bilingual teacher.

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(3) Culture and Heritage

Ethnic culture and heritage (Spanish, Mexican American, Puerto Rican, etc., culture and heritage and their contributions to the United States) was taught in 29 of the 34 BL/BC education projects studied. Data Table II-B12 identifies these projects and the specific ethnic cultures involved. Five, or approximately 22 percent of the primarily Mexican American projects, taught no target culture or history; all primarily Puerto Rican projects taught the target culture and heritage in all grades. Three of five "Other Spanish" projects predominantly taught Mexican culture and heritage. The other two taught Spanish and/or Puerto Rican culture and heritage. Factors influencing these five projects to teach one culture or the other appeared to be:

- The proximity of the project to Mexico;
- The predominance of Mexican American, Puerto Rican, or Other Spanish children; and

DATA TABLE II B12
PROJECTS TEACHING CULTURE AND HERITAGE, BY GRADE LEVEL

Project Code	Kindergarten			1st. Grade			2nd. Grade			3rd. Grade		
	Spanish Culture & Heritage	Mexican Culture & Heritage	Puerto Rican & Heritage	Spanish Culture & Heritage	Mexican Culture & Heritage	Puerto Rican & Heritage	Spanish Culture & Heritage	Mexican Culture & Heritage	Puerto Rican & Heritage	Spanish Culture & Heritage	Mexican Culture & Heritage	Puerto Rican & Heritage
X1D1		X			X			X			X	
X0C2												
X2D3												
X2C4		X			X			X			X	
X2D5		X			X			X				
X2B6	X	X		X	X		X	X		X	X	
X1D7	X	X		X	X		X	X		X	X	
X0D8												
X0D9												
X0D10		X						X		X	X	
X0C11	X	X		X	X		X	X				
X0C12		X		X	X			X			X	
X1D13												
X2B14		X			X			X			X	
X0A15		X			X			X			X	
X3C16		X			X			X			X	
X3C18				X	X		X	X		X	X	
X3B19	X	X		X	X							
X1C20		X			X			X				
X0C21	X											
X2A22		X		X	X		X	X				
X1D23					X			X			X	
X1C24				X	X		X	X		X	X	
Y0A25			X			X			X			
Y1B26		X	X			X						
Y1A27			X			X						X
Y0A28						X	X		X			
Y0A29			X			X			X			X
Y0C30	X		X	X		X	X		X			
Z1D31	X	X	X	X	X		X	X	X	X	X	X
Z1C32		X			X		X	X	X		X	
Z1D33	X	X		X	X		X	X		X	X	
Z0D34				X		X	X			X		
Z2B35			X		X	X			X			X
TOTALS	8	18	7	12	20	8	12	19	7	8	15	4
% of total # of proj. per grd. level	24	53	21	38	59	24	35	56	21	24	44	12

- The influence of Puerto Rican, Mexican American, and/or Other Spanish teachers.

Several projects took multicultural teaching approaches, teaching children all cultures of the world in general as well as those of the United States and the target groups.

(4) Informal Use of the Second Language

Since the informal use of languages by pupils enrolled in bilingual education classes can be significant to the Title VII program in the LEA, the use of a second language in informal situations was observed in various settings: the playground, the school office, the cafeteria, and the immediate school environment. Generally, Spanish dominant pupils observed tended to use both English and Spanish on the playground, in the cafeteria, and in the immediate school environment. However, English was used a higher percentage of the time in the school office. On the other hand, English dominant pupils tended to use Spanish frequently in each of the above settings.

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(5) Ethnic Spanish Language Variations Used

Fourteen projects described the type of Spanish used or taught as "standard;" or U.S.; 16 projects described a Spanish variation employed in instruction as dialectal. They were as follows:

Puerto Rican--------------- 9
Mexican American--------- 7

It was also noted that eight projects used more than one Spanish language variation.

b. Recipients of the Program

(1) Target Group

According to Title VII program guidelines, pupils for whom the program was implemented were to be both Spanish and English dominant. Data Table II-B13 on the next page identifies the number of pupils per project who were either Spanish or English dominant. Twenty-three projects are primarily Mexican American; six were Puerto Rican; and five are "Other Spanish" projects.

DATA TABLE II B13
NUMBER OF ENGLISH AND/OR SPANISH DOMINANT CHILDREN ENROLLED IN SAMPLE PROJECTS

Project Code	English Dominant	Spanish Dominant	Total
X1D1	20	259	279
X0C2	49	131	180
X2D3	* 0	* 0	670
X2D4	544	149	693
X2D5	100	580	680
X2B6	201	184	385
X1D7	121	90	211
X0D8	253	58	311
X0D9	121	99	220
X0D10	53	66	119
X0C11	141	31	172
X0C12	36	42	78
X1D13	159	152	311
X2B14	238	401	639
X0A15	51	125	176
X3C16	72	693	765
X3C18	1	1,068	1,069
X3B19	27	1,513	1,540
X1C20	112	323	435
X0C21	74	30	104
X2A22	8	760	768
X1D23	196	168	364
X1C24	77	327	404
Y0A25	120	170	290
Y1B26	184	242	426
Y1A27	80	135	215
Y0A28	275	150	425
Y1C29	195	196	391
Y0C30	24	146	170
Z1D31	26	132	158
Z1C32	116	132	248
Z1D33	297	116	413
Z0D34	37	97	134
Z2B35	* 0	* 0	600
TOTALS	4,008	8,765	14,043

Note: Language dominance was as determined and reported by the projects concerned. No standard definition of language dominance was found.

*No language dominance division is made in these two projects.
At project X2D3, all children participated in the project
At project Z2B35, the project did not have any records available

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(2) Placement of the Pupil in the Program

Interviews with local project staff members revealed that pupils in 10 of the projects studied are being placed in BL/BC education classes because they attend schools designated by local education agencies as Title VII program schools. Some of the 10 projects such as X1D13 designated all kindergarten, first, second and third grade classes as BL/BC education classes while others such as X2D03 exposed all pupils to a BL/BC setting at some point during the school day. Two projects, as noted on Data Table II-A1, are of the opinion that there is no need to determine English or Spanish dominance in pupils since all receive Spanish instruction daily anyway.

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In the remaining 24 projects pupils were placed in the program on the basis of language dominance. Language dominance was usually determined through teacher developed tests, classroom observation, or parent interviews. All or a combination of these techniques were used. Twelve projects stated that English speaking ability was considered an important factor in the placement of pupils in the bilingual classroom.

Seven BL/BC education projects made a practice of asking parents for permission to place pupils in the bilingual program. In the other projects, LEA administrators and teachers made the decision. In two of the 34 projects, pupils were placed in bilingual classrooms because they scored low on achievement tests or because of behavioral problems. Once placed in the BL/BC education program, the pupils continue their education in a bilingual setting through the various grade levels offered until the school or the project decides to place them in the regular program.

c. Instructional Models

(1) Teaching Arrangements

There were eleven arrangements of teachers and aides utilized throughout the thirty-four projects in the study, with several projects making use of various arrangements. This to a great extent depended on what staff at the project was available, such as a bilingual teacher and a bilingual aide, or a monolingual teacher and a bilingual aide. In one project, aides were used part-time. All Spanish instruction depended on the aides at this project. The various combinations and the frequency of their usage at the four grade levels (K - 3) of the projects visited are shown in Data Table II-B14, on the following page.

To show the fact that a project would be using any of the arrangements various times, the information has been collated on Data Table II-B15. For example, project X1D1 makes use of three different arrangements, while X0C2 makes use of only one. Projects, therefore, as shown on Data Table II-B15, make use of from one to three arrangements.

The arrangement consisting of a bilingual teacher and a bilingual aide was the one used most frequently, namely in an average of 27 projects. Second in use was that of the monolingual English teacher with a bilingual aide, found in an average of 11 projects. An average of 4 projects were using Spanish dominant teachers and English dominant teachers.

(2) Use of Aides

All 34 projects employed para-professional aides as classroom assistants. However, only about 53 percent of these aides were qualified to teach subjects such as language arts, mathematics, science, or history in Spanish. (See also data presented in the Staff Recruitment and Development section of this report.) Eight projects used the word "reinforcement" to describe the probable quality of instructional assistance given by the aide. In some projects, the aides were responsible for preparing instructional materials and performing clerical duties in the classroom. Teachers occasionally used aides to tutor slow learners and/or newly arrived monolingual Spanish pupils. In one project, aides had been promoted to the position of co-teachers; in another they were classified as bilingual professional associates. The majority of co-teachers were certified teachers educated abroad, usually in a Latin American country. As an extreme, a few projects confined the instructional duties of aides to taking over the class during the teacher's 15-minute coffee break, at which time Spanish instruction was given. One project had defined

DATA TABLE II-B14
TEACHING ARRANGEMENTS AT TITLE VII PROJECTS SAMPLED AT GRADE LEVELS VISITED

Models	Kindergarten	First Grade	Second Grade	Third Grade
1. Monolingual English Teacher Bilingual Aide	9	9	10	6
2. Bilingual Teacher Bilingual Aide	24	23	22	15
3. Monolingual English Teacher Bilingual Tutor Bilingual Aide	1	2	3	1
4. Spanish Teacher English Teacher	3	2	1	1
5. Two Teachers Two Bilingual Aides	1	1	1	2
6. English Teacher Spanish Teacher Bilingual Aide	0	0	0	0
7. Bilingual Teacher No Aide	1	2	2	1
8. Two Teachers	1	1	2	1
9. Two Bilingual Teachers Monolingual English Aide	0	0	0	0
10. Bilingual Aide	1	1	2	1
11. Monolingual Spanish Teacher Bilingual Aide Bilingual Tutor	0	1	1	1
TOTALS	41	42	44	29

DATA TABLE II-B15
INSTRUCTIONAL MODELS USED BY PROJECTS

	Mono-Teacher BL Aide	BL Teacher BL Aide	2 BL Teachers	Mono English Teacher BL Tutor - BL Aide	Mono Spanish Teacher BL Tutor - BL Aide	1 Spanish Teacher 1 English Teacher	2 Teachers 2 BL Aides	BL Teacher No Aide	Other BL Aide	2 BL Teacher 1 Mono English Aide
X1D1		X		X					X	
X0C2	X									
X2D3	X								X	
X2D4		X								
X2D5	X	X				X				
X2B6		X								
X1D7	X	X								
X0D8	X						X			
X0D9		X	X				X			
X0D10		X	X							
X0C11		X								
X0C12		X								
X1D13	X									
X2B14	X	X								
X0A15						X		X		
X3C16		X								
X3C18		X								
X3B19		X								
[illegible]C20		X								
X0C21		X								
X2A22		X								
X1D23		X								
X1C24		X			X					
Y0A25		X				X				
Y1B26	X	X								
Y1A27						X		X		
Y0A28	X	X								
Y1C29		X								
Y0C30		X								
Z1D31		X					X			
Z1C32	X	X		X						
Z1D33				X						
Z0D34		X		X						
Y2B35	X	X								
TOTALS	11	27	2	4	1	4	2	2	2	0

no instructional duties for its aides. Data Table II-B16 identifies how aides are used by each project. Twenty-three projects vary the duties of aides, using them for different activities.

(3) Utilization of Resource Groups

It was noticeable that BL/BC education project teachers and their assistants were not always aware of how the local education agency (LEA) could render assistance in BL/BC education. In 23 projects did teachers and/or assistants avail themselves of any help available from the LEA. These projects sought and received assistance in staff training, materials selection, distribution, or development, student testing, and curriculum development. Two projects characterized the role of the LEA as advisory in nature. A few indicated they used the LEA nurses and social workers for visits to the home.

Nine projects noted that parents helped in instructional areas; four projects noted their involvement in materials development; thirteen stated parents assisted in cultural activities (such as preparing special food for the children, teaching songs, etc.). In 16 projects parental participation was judged infrequent, seldom, or non-existent.

Community people were used even less often than parents. Nineteen projects (more than 50%) indicated no involvement or no measurable involvement of community residents as volunteers on a regular basis. In a few other cases, persons from the community such as policemen and firemen were invited to speak to the children. In general, community involvement is minimal or non-existent. (For a detailed report on data regarding parent and community involvement, see that section of the report dealing with that topic.)

The role of consultants in the local projects was mainly that of training, either in summer workshops, in pre-service or in-service training, or orientation. Consultants were also used to help establish learning centers, to help with the development or procurement of materials, to provide cultural enrichment experiences, to test and observe the children, to give sensitivity training to teachers, and/or to orient teachers in new teaching techniques such as

DATA TABLE II-B16
Utilization of Aides in the BL/BC Education Programs Sampled

Project Code	Duties Assigned BL/BC Education Aides					
	Instructional Assistant	Materials Preparation	Clerical	Tutor	Not Involved in Instruction	"Reinforcement"
X1D1	X	X				
X0C2	X					X
X2D3	X					
X2C4	X	X				X
X2D5	X	X				
X2B6	X	X				
X1D7	X					
X0D8	X					
X0D9	X		X	X		
X0D10	X	X				X
X0C11	X	X	X	X		
X0C12	X					
X1D13	X		X			
X2B14	X	X				
X0A15	X					
X3C16	X	X	X			
X3C18	X					X
X5B19	X	X		X		
X1C20	X	X				
X0C21	X					X
X2A22	X	X				
X1D23	X					X
X1C24	X			X		
Y0A25	X	X				
Y1B26	X	X				
Y1A27	X					X
Y0A28	X					
Y1C29	X					
Y0C30	X					
Z1D31	X					
Z1C32					X	
Z1D33	X					
Z1D34	X	X	X	X		X
Z2B35	X	X	X	X		
TOTAL	33	15	6	6	1	8

Consultants in Total Education (CITE), English as a Second Language (ESL), and Distar or other reading programs.

The only significant type of assistance from other persons was that of cross-age helpers (children from fifth or sixth grade), who went into BL/BC education classrooms to act as tutors.

d. Instructional Methods

(1) Methods of Instruction

The 34 projects sampled used two basic methods of instruction:

- Split time where particular subjects are taught in both languages (though the percent of time used for each language varies among projects).
- Allotted time where a subject is taught in one language only.

As nas already been discussed, Data Tables II-B8 and II-B9 show the percentage of time subjects are taught in Spanish, and English, to English dominant pupils for each grade, while Data Tables II-B10 and II-B11 show the percentage of time subjects are taught in Spanish and English to Spanish dominant pupils for each grade. Splitting time for subjects ranged from 5% in Spanish and 95% in English to 95% in Spanish and 5% in English. Projects enrolling mostly Spanish dominant pupils tried to split time on a 50-50 basis for each subject. Fewer subjects were taught in Spanish to English dominant pupils than to Spanish dominant pupils.

Four projects (X0D08, X3C18, Y0A25, Y0A28) used the technique of allotting time for other subjects as a means of teaching Spanish. Art, social studies (which includes culture), mathematics, and science were chosen by the various projects as the vehicles for the teaching of Spanish. By third grade, all projects were using the split time method for teaching Spanish.

(2) Methodology

Three areas of the instructional process are examined in this section. First, the type of classroom arrangement and the general instructional practices as they relate to the BL/BC program will be examined. Second, the methodology employed in teaching a second language to both English and Spanish dominant pupils will be described. Third, the methodology employed in developing attitudes and the affectivity of the pupils towards the history and culture of the ethnic groups involved will be treated.

(a) Classroom Arrangement

More than 95% of the projects used the traditional self-contained classroom environment. In three projects, an open-flexible space classroom staffed by team teachers was used. In another project where new schools were under construction, this type of classroom was to be provided the following year.

Pupils moved from large to small groupings for different learning experiences in both the self-contained and the flexible type classrooms. Reasons given by teachers and aides for grouping the pupils are identified in Data Table II-B17 as general abilities, language dominance, language competency, ethnicity, and sex-ratio. The number of projects using the above groups are found in Data Table II-B18. In general, teachers used large and small groupings during the day for various kinds of instruction such as language learning, reading and mathematics. Individual instruction was often reserved for pupils newly enrolled in BL/BC classes or for slow learners. In three projects pupils circulated among permanently placed learning centers where teachers, working in teams, gave the pupils individualized instruction.

(b) Second Language Learning

Spanish and English were taught as a second language in about 50% of the projects sampled. Data Table II-B19 depicts the number of projects implementing second

DATA TABLE II-B17
REASONS FOR GROUPING CHILDREN ENROLLED IN BL/BC EDUCATION PROJECTS
--As Stated By Teachers and Aides--

Rationale for Groupings	No. of Projects
General Abilities	21
Language Dominance	15
Language Competency	8
Ethnicity	0
Sex-Ratio	1

DATA TABLE II-B18
FREQUENCY OF USE OF GROUPINGS, BY GRADE

Models	Total Number of Projects Using the Grouping			
	Kindergarten	1st Grade	2nd Grade	3rd Grade
Large Groups	26	29	28	20
Small Groups	31	33	30	21
Individualized Instruction	21	25	24	17

DATA TABLE II-B19
NUMBER OF PROJECTS IMPLEMENTING SECOND LANGUAGE PROGRAMS (SSL-ESL), BY GRADE

Grade Levels	SSL	Total Classes Out Of	ESL	Total Classes Out Of
K	13	34	16	34
1	16	34	18	34
2	16	31	15	30
3	12	23	9	25

language programs, by grade level. It shows that SSL classes are offered at 58 or 47% of the grade levels; ESL is offered at 57 or 48% of the grade levels.

In some projects, the methodology for teaching the language was not clearly defined. In projects where teachers were either experienced or had been trained in Latin America, Spanish was taught to Spanish dominant pupils as a first language. English was also taught as a first language to English dominant pupils. From interviews with teachers it was found that very few projects drew fine lines of distinction in the type of language learning being provided.

(c) Developing Attitudes and Affectivity

A major thrust of the Title VII Bilingual Education Program is to develop attitudes of appreciation and increase the affectivity of the learners for both cultures. The methodologies for developing these attitudes used by 34 projects in the study included:

- Classroom instruction
- Field Trips
- Role playing
- Discussion/Dramatizations
- Singing and dancing
- Story-telling
- Food preparation and tasting

Classroom instruction was provided by the use of posters, books, films, artifacts, and in two projects, by the use of closed circuit TV. Pupils in nine projects were taken on field trips to increase their awareness of the role of Spanish culture in the United States. For example, they visited Spanish missions in California. The learning of ethnic Mexican, Puerto Rican, and other Spanish songs and dances was frequently used as a means of imparting culture. Eighteen projects taught songs and dances, while seventeen used story-telling. The celebration of national holidays was another method used in 13 projects. In two projects pupils were drawn into the thinking and feeling processes of the non-dominant group by means of dramatization and role playing. Story-telling and discussions were also designed to involve the pupils. In some projects pupils were given the opportunity to taste different ethnic foods and were occasionally involved in their preparation.

Eight projects were very creative in developing games for pupils which taught them how children play in other lands as well as giving them practice in the Spanish language. Projects used these methods to develop the attitudes of the pupils and to increase their affectivity in varying combinations and degrees.

Projects varied in their use of methods, ranging from employing one method such as classroom environment to the employment of seven or eight different methods, as can be noted on Data Table II-B20.

(3) Materials

In 31 of the projects sampled teachers used materials (such as charts and posters) acquired from commercial sources for the basic subjects being taught. Teachers in 30 projects also indicated that they made their own materials. Electronic equipment such as record players, tape recorders and, infrequently, a reading device or closed circuit TV were also found at Title VII projects. Very frequently teachers displayed artifacts, clothing and other cultural articles from Mexico, Puerto Rico, or other Latin countries. A more detailed description of materials in use at BL/BC education projects may be found in paragraph C, Section II, of this report.

e. Instructional Program

Most aspects of the Title VII instructional program are more appropriately related to the planning, evaluation, and management and administration components. These discrete

DATA TABLE II-D20

Presentation Methods Employed by Projects to Impact Culture and Heritage

Project Code	Presentation Methods															
	Films	F. Strips	Records	Mus. Dance	Games	Stories	Foods	Discussion Gr.	Poetry	Model Unit	Holidays	Trips	T. V.	Clothing	Cl. Environ	Role Play	Arts/Crafts
X1D1	X			X		X					X	X		X			
X0C2																	
X2D3	X			X			X				X						
X2C4	X	X		X	X	X									X		
X2D5	X	X	X	X	X	X	X									X	
X2B6	X		X	X		X	X				X						
X1D7	X					X					X				X		X
X0D8				X													X
X0D9															X		
X0D10	X	X		X	X	X	X				X				X		
X0C11	X	X	X	X		X					X	X			X		X
X0C12	X	X	X				X					X					X
X1D13							X					X	X				
X2B14				X			X					X			X		
X0A15				X		X									X		
X3C16						X											
X3C18								X									
X3B19				X	X												
X1C20						X											
X0C21				X													
X2A22								X									
X1D23		X				X									X		
X1C24				X		X		X									
Y0A25					X						X						X
Y1B26		X		X			X		X		X					X	X
Y1A27						X											
Y0A28				X	X						X						
Y1C29						X					X				X		
Y0C30				X	X						X						X
Z1D31	X	X				X				X		X					
Z1C32				X		X			X		X	X	X				
Z1D33	X	X		X		X	X				X						X
Z0D34	X				X			X									
Z2B35								X				X					
Totals	12	9	4	18	8	17	9	5	2	1	13	8	2	1	9	2	8

components of the study are discussed at length in other paragraphs in this section. Nevertheless, the instructional program for bilingual education of necessity influences three areas:

- Bilingual education curriculum and its vertical continuity;
- Monitoring of the Title VII project to ensure that program plans are being carried out; and
- The transitional aspects of the Title VII educational projects.

Below, each of these three areas is discussed.

(1) Although all projects had either five year goals and objectives or long-range goals which were scaled down to one-year units, curriculum development for a bilingual/bicultural program which translated general goals and objectives into specific strategies was seldom found. Most projects followed the basic state curriculum for a grade and attempted to insert second language learning, culture and heritage into the daily program at each grade level.

In an average of 27 projects, at all grade levels, either some, or much evidence was found that these projects made a conscious effort to coordinate and infuse Spanish culture and heritage throughout the school program. An average of 20 projects showed such evidence in their lesson plans; an average of 24 projects showed this evidence in their classroom environment, and, finally, an average of 17 projects showed some, or much evidence in their school environments. (For a thorough treatment of the above, see Data Table II-B21.)

Plans for the vertical continuity of bilingual subjects from one grade level to another are likewise linked to the standard school curriculum. As shown in Data Table II-B22, at nine projects the statement was made by teachers and curriculum specialists that normal grade progression to junior and senior high school provided the structure for vertical planning. Eight projects had developed strands in other grades, while 17 projects (50%) either had not made plans, or had not planned further expansion at the time of the study.

DATA TABLE II-B21
NUMBER OF PROJECTS INFUSING SPANISH CULTURE AND HERITAGE INTO THE TOTAL SCHOOL PROGRAM

Key Area	*In Kindergarten			**In 1st Grade			***In 2nd Grade			****In 3rd Grade		
	Much	Some	None	Much	Some	None	Much	Some	None	Much	Some	None
School Environment	1	17	16	1	20	13	1	18	15	1	11	22
Class Environment	8	16	10	10	18	6	10	16	8	6	11	17
School Programs	5	20	9	5	23	6	6	20	8	3	16	15
Lesson Plans	5	15	14	8	17	9	7	15	12	6	10	18

*Only 30 projects have kindergarten classes, however, no information was available for project X3C18.

**All 34 projects have first grade.

***Only 31 projects have second grade.

****Only 21 projects have third grade.

DATA TABLE II-B22
LOCAL EDUCATION AGENCIES' EFFORTS TO CONTINUE BL/BC RELATED LANGUAGE TRAINING

Status of Plans to Expand BL/BC Education Program	Total Local Education Agencies Involved
Integrated Spanish Language courses in Junior and Senior High schools	9
Developed Strands in other grades	8
No further expansion contemplated, or plans not now firm	17

It was found that teachers frequently taught the same vocabulary items and second language greetings and expressions on successive grade levels. In some schools, vertical continuity depended on communication among the teachers. Structured means for promoting this communication were found in very few projects. In summary, the basic pattern of vertical integration used by Title VII projects was to expand the bilingual program one grade level each year.

(2) Monitoring

BL/BC education projects monitor language and content learning by two principal methods: testing and observation. Tests are developed and administered by teachers, aides and evaluators. These tests are administered on a pre-post basis or on a daily, weekly, quarterly, semi-annual or annual basis. At times, only a sample of the pupils in the project are tested. In some projects, control groups were also tested. In some projects observation was unstructured; in others, it was guided by a checklist developed by project administrators. (For a more thorough discussion of monitoring and evaluation see paragraph G, this section.)

(3) Transitional Process

Nineteen of the projects included in this study attempted to integrate curriculum, the total learning process with BL/BC education curricula and educational planning. Nineteen projects had also attempted to interface the instructional program with the total learning process, while 17 projects were attempting to interface staff planning with the BL/BC curriculum and educational planning.

Eight projects have determined target exit skills for target pupils. Significantly, five of these projects are those which have made plans to continue bilingual education through grades eight or twelve. These exit skills are determined by oral and written tests. Those who administer the tests are teachers, aides, and occassionally project directors or LEA personnel. The remaining projects had made no attempt to formulate a course of study which included exit skills to be gained by the time a student has terminated the Title VII program.

This concludes the narrative description of and general findings in the instruction component. In the next paragraphs, the major findings and conclusions emanating from the narrative and discussion are summarized.

4. Findings

a. A positive relationship can be established between language dominances and the amount of time that the dominant language was taught to English dominant pupils in six projects and to Spanish dominant students also in six projects. In the remaining projects no such relationship is apparent. Although both English dominant students and Spanish dominant students receive overall more instructional time in language arts in English than in Spanish, English dominant students are averaging eight percent more time in English language arts than Spanish dominant students.

b. Approximately one half of the projects teach English or Spanish as a second language (ESL or SSL). The mean for all projects for time spent teaching Spanish to English dominant students drops 20% from kindergarten to third grade.

c. Three projects were not reaching any content areas in Spanish to English dominant pupils. All of the other projects were teaching one to four subjects in Spanish to both English and Spanish dominant pupils. It is significant to note that almost half of all the projects are teaching four content subjects in Spanish on all grade levels. The average percent of the time for all 34 projects for teaching subjects in Spanish to English dominant pupils is 22% whereas it is 37% for Spanish dominant pupils.

d, A pattern of relating the amount of time spent in teaching content areas in Spanish to the percentage of Spanish dominant children is apparent in only six of the 34 projects. Two projects which had a higher percentage of English dominant children taught content areas in Spanish a high percentage of the time.

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e. As grade level rises, the time teaching content areas in Spanish decreases in more projects than it increases for both Spanish dominant (17 projects) and English dominant (15 projects) pupils. Teachers use a variety of methods of instruction and groupings in order to teach content area to pupils of different language dominance on the same grade level.

f. One hundred percent of the Puerto Rican projects and 83% of the Mexican American projects were teaching the culture and heritage of the target group. Five projects were making no apparent effort at teaching the target culture or heritage. The teaching of Spanish culture is minimal.

g. Children, both English and Spanish dominant, tend to use English more frequently than Spanish in non-structured situations such as the playground, cafeteria, or patio. English is almost exclusively used in school offices.

h. In 24 projects pupils were placed in the bilingual program because of language dominance. In 10 projects children were placed in the bilingual program because they attended the school where the project was located. Only 12 projects considered the criterion of English dominance as an important factor for placement. Nevertheless, there was no systematic process used to determine language dominance. Only seven of the thirty-four projects requested parental permission for placement.

i. Bilingual teachers and aides were the instructional models used in more than two thirds of the projects sampled. Aides were for the most part used as instructional assistants, although their capabilities, in at least half the projects, were limited by lack of training or educational opportunities. At the same time, it should be noted that only about 73% of the teachers are qualified to teach subject areas in Spanish. In one project aides were employed only part-time, spending only instructional time with the children.

j. Resource personnel were used sparingly, however, in some projects assistance from all sources was plentiful, while other projects had little or none.

5. Conclusions

a. There is little evidence that would indicate that projects plan program input according to substantiated needs, such as language dominance or cultural deprivation. More time is allotted to teaching language arts as well as content areas in English rather than in Spanish, although there are twice as many Spanish dominant children than English dominant. The higher percentages of time spent in teaching English would indicate that the philosophy of the projects generally is to teach the Spanish dominant child English so that he will succeed in the school system.

b. The time allotted to the teaching of the second language (Spanish) in some projects, as well as the limitations imposed by teaching in some cases only art in Spanish, certainly curtails the growth in proficiency and fluency in Spanish for the English dominant child. (Lack of instruction in the target culture and heritage, lessens the impact of the program on the development of the self-image of the Spanish dominant child and the growth of awareness and appreciation of other cultures of the English dominant child.)

c. Parents have little to say about the placement of their child in the program. It is also questionable that tests for placement are needed since the programs are placed in areas where there is a high percentage of Spanish speaking children. However, the availability of test instruments to determine language strengths could result in the placing of children in appropriate language levels.

d. No measurement has been developed to determine the "functional" bilingualism, of the BL/BC teachers and instructional assistants who are at present staffing many of the projects visited. The language competence of the BL/BC teachers and assistants ranged from simple conversation to in-depth understanding of the language and its use.

e. The need for qualified teachers in Spanish for teaching content areas is apparent in at least one-third of the projects. To demand that aides be qualified to teach content areas is unreasonable. Project Directors were not tapping resources to any great extent for assistance to their personnel.

C. Materials Acquisition and Development

1. Background

a. Scope

Materials acquisition and development is one of eight key component areas. As in the instruction component, education specialists were also responsible for collecting data and information for this component. Again, the standard data collection instrument was used to collect data in three major categories:

- Acquisition and development of materials;
- Content and availability of materials; and
- Use of materials.

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Data collected at each of the 34 projects included information on techniques used in the selection of materials; material sources; difficulty experienced in obtaining materials; teacher-developed materials; major instructional materials used by the projects; grade range of materials and their levels of difficulty; material needs; parent and community involvement in material development and use; materials interfacing with the local bilingual/bicultural program; and the development of curriculum guides for materials.

b. General Sources of Data and Information

At each project visited, education specialists interviewed at least one teacher and one instructional assistant at each grade level, project administrators, and curriculum specialists to obtain data. For those projects which did not have curriculum specialists, the relevant project and/or LEA staff members were interviewed instead. In addition, at those projects where it was clearly called for, LEA curriculum consultants and/or other outside project consultants were interviewed.

c. Relationship of the Materials Acquisition and Development Component to other Study Components

Materials acquisition and development is very closely related to instruction. As indicated in Section II-B, this component must be closely supportive of the instruction program at BL/BC education projects.

The Title VII (Bilingual Education) Program guidelines also specify that parent and community involvement must be evidenced in BL/BC education projects. Therefore, this component is also interfaced, to a limited extent, with the parent/community involvement component, namely in the local projects' own development of materials.

2. Overview

By far, local projects approached the acquisition and development of materials on an individual basis, with teacher judgment and apparent student needs being the two primary materials selection criteria. While most projects utilized more than one source for materials acquisition, it was found that other Federal programs were not widely used. This was particularly significant in local project use of the Title VII (Bilingual Education) Program special projects (supportive service centers). Due to the difficulty local projects experienced in acquiring materials, they found it both necessary and important to develop their own materials. Materials most difficult to acquire were those related to culture and heritage.

Involvement of parents and community people in materials development was found to be minimal in the great majority of projects.

3. Narrative and Discussion

a. Acquisition and Development of Materials

(1) In the 34 BL/BC education projects included in the study, teachers, school administrators and local project directors were canvassed concerning who took the initiative and/or responsibility for acquiring or developing materials for the project. Interviewee responses indicated the following. It was found that four projects held the project director solely responsible; ten held the project director and teachers jointly responsible; two held the curriculum development specialists solely responsible; and the remaining projects generally held a combination of two or more of the above staff responsible in the selection of materials. Four projects involved the parents and community residents in the selection of materials.

In general, materials acquisition and development, as a function, was well organized and defined. Every project appeared to have identified a need for materials and, the need not being met, proceeded to develop their own.

Project staffs were also queried as to the criteria used for selection and/or development of materials. Individuals interviewed were asked to list the local project criteria used in the selection process. The following tabulation results from the data gathered: (It should be noted that some projects used a combination of the outlined criteria.)

Criteria Used for the Selection of Materials	Total Projects Using Criteria
To meet student needs	20
Content	7
To fit curriculum guide	9
Usability of materials	7
Availability of materials	5
Teachers' judgment	2
Cost of materials	1

Teachers surveyed on the subject of materials selection generally were unable to clearly identify what approach was used in the selection process. Comparing the criteria listed above, to the results of the survey concerning the ultimate responsibility of acquiring and/or developing materials, appears to identify an apparent contradiction. The criterion of "teachers' judgment" was listed only twice as influencing the selection of materials, while teachers are mentioned 24 times as sharing responsibility for selecting materials.

When reviewing the instructional approaches described in paragraph II-B of this report, it is apparent that the materials which have been selected and/or developed locally, as the case may be, are related to the individual project's instructional approach. For instance, one project's materials reflect its early childhood education orientation and the use of ESL and bilingual/bicultural materials that lend themselves to exploration and individualized learning by the children. In four other projects, materials in the classrooms reflected the basic philosophy of the teachers, e.g., learning centers, and open classrooms for bilingual/bicultural children with handicaps. In other projects, the purchase of bilingual/bicultural materials reflected the teachers' need for technical vocabulary, for example, in modern math. It was found that some teachers equated the teaching of the Spanish names for numbers or the Spanish phrases for simple math operations with teaching math in Spanish. Similarly, the teaching of weather phrases or the names of parts of plants was considered as teaching science in Spanish.

(2) Major Sources of Materials

Staff members in all 34 projects indicated that finding adequate supplies of BL/BC education materials had been a constraining factor in the conduct of their activities. Most projects were attempting to tap multiple sources of materials without really impacting on the materials problem. For example:

- 31 projects used private publishers as a source of materials;
- 30 projects tried to prepare their own materials and/or use private sources;
- 19 projects tried to obtain materials from "special" support service center projects;
- 15 projects procured materials directly from foreign sources.

Projects tended to obtain materials from any source which could meet their requirements. In fact, 32 projects made use of two, three, or all four sources noted. Data Table II-C1 illustrates the sources of materials as reported by project personnel canvassed. It shows the frequency of usage of each of the sources.

(3) Obtaining Instructional Materials

Teachers interviewed were asked how difficult it was to obtain bilingual/bicultural materials in Spanish and English. Teachers in 11 projects stated that it was "very difficult." Teachers in ten projects found it "somewhat difficult," and teachers in 13 projects stated it was not very difficult to obtain materials.

The study team, after careful review of all data related to this subject, concluded that dissemination of information

DATA TABLE II-C1

MAJOR SOURCES OF BL/BC EDUCATION MATERIALS
- FY 1973 -

Project Codes	"Special Support Service Centers Projects	Private Publishers	Locally Prepared Materials	Foreign Sources	Other Sources
X1D1	X	X	X		
X0C2	X	X			
X2D3	X	X	X		
X2C4	X	X	X	X	
X2D5	X	X	X	X	
X2B6	X	X	X	X	X
X1D7	X	X	X	X	
X0D8		X			
X0D9					X
X0D10	X	X	X	X	
X0C11	X	X	X		
X0C12	X	X	X	X	
X1D13			X		
X2B14		X	X		
X0A15	X	X	X		
X3C16	X	X	X		
X3C18		X	X		
X3B19	X	X	X	X	X
X1C20		X	X		
X0C21		X	X		
X2A22		X		X	
X1D23	X	X	X		
X1C24	X	X	X	X	
Y0A25		X	X	X	
Y1B26	X	X	X	X	X
Y1A27		X	X		
Y0A28		X	X		X
Y1C29		X	X		
Y0C30		X	X	X	
Z1D31	X	X	X	X	
Z1C32	X		X	X	X
Z1D33		X	X		
Z0D34	X	X	X	X	
Z2B35		X	X		
TOTALS	19	31	30	15	6

regarding the availability of bilingual/bicultural education materials is inadequate, or that procedures implemented for the acquisition of BL/BC education materials are not being followed. Insofar as the development and/or acquisition of bilingual/bicultural materials under the auspices of other Federal titles, the team found that the only titles used were Title I, Title II and Title IV. Twenty-two projects were using Federal titles for materials acquisition and development, while 12 were not.

(4) Teacher-developed Materials

Because of the relatively recent advent of bilingual/bicultural education, the development of materials by state and local education agencies and commercial sources has perhaps lagged behind other aspects of local project activities. Nevertheless, it was found that teachers have endeavored to fill the void in materials development by producing their own basic materials. Teacher-developed materials in the 34 projects visited fell into five broad categories: charts, workshops, games, bulletin boards, and ditto papers. These materials were found in all components of the instructional program, and generally addressed the following requirements:

- To meet language needs, projects developed and used alphabet, phonic, and other charts showing colors or vocabulary;
- In the math area, several material aids were being developed and used to reinforce both math and language skills;
- Charts, bulletin boards, etc., were developed as aids to teaching cultural and historical topics, weather and climate, and other areas of interest for the children in the projects.

In general, where teachers were developing their own materials, it appeared to be accomplished on the basis of their immediate basic needs. Among the projects whose teachers and instructional assistants were most involved in developing materials, these materials constituted basic teaching materials in the Spanish language.

b. Content and Availability of Materials

(1) Major Instructional Materials Used

Most projects have made attempts to provide bilingual/bicultural education materials to support language instruction (Spanish or English as either first or second languages) and culture (Spanish, Mexican, Puerto Rican, and that of the United States). Materials in support of other subjects such as mathematics, scientific concepts, and social studies are also being provided but not as often as for language, culture and heritage.

It was observed earlier in this section, under "Major Sources of Materials," that thirty-two projects used several sources for materials acquisition and development. The teachers surveyed also indicated that texts from commercial sources are most frequently used in teaching language arts (both English and Spanish). Throughout the projects visited, the greatest variety of texts was found in the language arts subject area. For teaching Spanish, a few projects have used Spanish readers published in Spain or Latin America. By far, the majority of projects used Laidlow as a basic text , with fairy tales or short stories as supplementary reading. In addition, Bowmar, El Metodo Onomatopeyico, Aprendemos a Leer, SCDC (Miami) education development kits, and the Alfa kits were found in use throughout the projects. Most frequently a combination of materials was being utilized.

In general, for teaching English as a second language in the early grades, teachers were using materials of their own making--using the Peabody kit quite frequently for teaching language or addressing themselves to experiences of the children in terms of language teaching. The H-200-ESL kit was found in a few projects, and the Miami Linguistic Series, Rock and Roll, and Distar as well. In addition, such single texts as Robert's and Lado, for third grade, were also found. A variety of readers in English was found. Readers most often were the same as those selected by state curriculum boards.

According to the teachers, adequate materials on history and culture (Spanish, Mexican or Puerto Rican) were difficult to find. Therefore, teachers and curriculum or cultural specialists were developing their own. A factor tending to influence the availability and use of materials on culture was the proximity of the project to a U.S. international border. The employment of personnel who had lived in or visited Latin American countries or Spain was also an important factor in the local development of cultural materials.

Some books were found that attempted to introduce children to historical figures, events, poetry and stories. Occasionally, films in Spanish were being utilized, but more often these films were in English or in a very sophisticated form of Spanish, so that they were limited. Music from foreign countries is fairly easily procured, and teaching children foreign songs and dances appeared to be a favorite among most projects. Two projects were found to be using a mult-cultural approach, exposing children to more than two cultures. When teachers were asked if the materials then in use fairly reflected the Spanish and English cultures and heritage, the majority answered negatively. Some texts were found for teaching mathematics, social studies, and science in Spanish, but only occasionally.

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(2) Range of Materials, and their Levels of Difficulty

Teachers were queried as to the range of materials used in the classrooms, and their degree of difficulty. It was found that in 19 of the 34 projects the materials covered a variety of subjects and interest levels, while materials in 15 projects did not. Materials in 28 projects appeared to be appropriate to the grade and age level of the children, but questionable in six of the projects.

(3) The Need for Additional Materials in the Classroom

Of 34 projects queried, administrative and instructional personnel in only one project reported being totally satisfied with existing bilingual/bicultural materials. Across all projects, the general consensus among these personnel was that additional bilingual/bicultural materials are needed in all areas of instruction (see Figure II-C1). The greatest demand (as shown in Figure II-C1) for materials appeared to be in two principal areas:

- Texts, readers, and library books to support Spanish language instruction, math and science;
- Books and films for teaching history, culture and heritage to bring about awareness and appreciation of other peoples.

The latter area appeared to be especially limited. Needs were also expressed for materials in mathematics and science in Spanish, but to a lesser degree than those cited above. Last in priority were materials in fine arts and music (not shown in Figure II-C1).

c. Use of Materials

Title VII (Bilingual Education) Program guidelines recommend a) parental and community involvement in the development and use of BL/BC education materials, and b) the development of a curriculum guide for the use of these materials.

As was pointed out in the instruction section of this report, parental and community resident involvement in the instruction program, for a great majority of the projects, was negligible. Similarly, involvement in materials acquisition, development and use was also negligible. Generally, projects appeared reluctant to involve parents or community in the more technical task of developing materials for instructional purposes. A possible exception was the development and use of cultural materials. Of interest was the fact that, generally, there was little evidence of timely and forceful action to incorporate or interface materials in use with the curriculum for the bilingual/bicultural program.

Nine of the 34 projects studied had developed curriculum guides for the use of bilingual/bicultural education materials available; twenty-five had not. Further, the nine projects which had curriculum guides used them minimally or not at all. In one project, which included five schools, one school had a guide; four did not.

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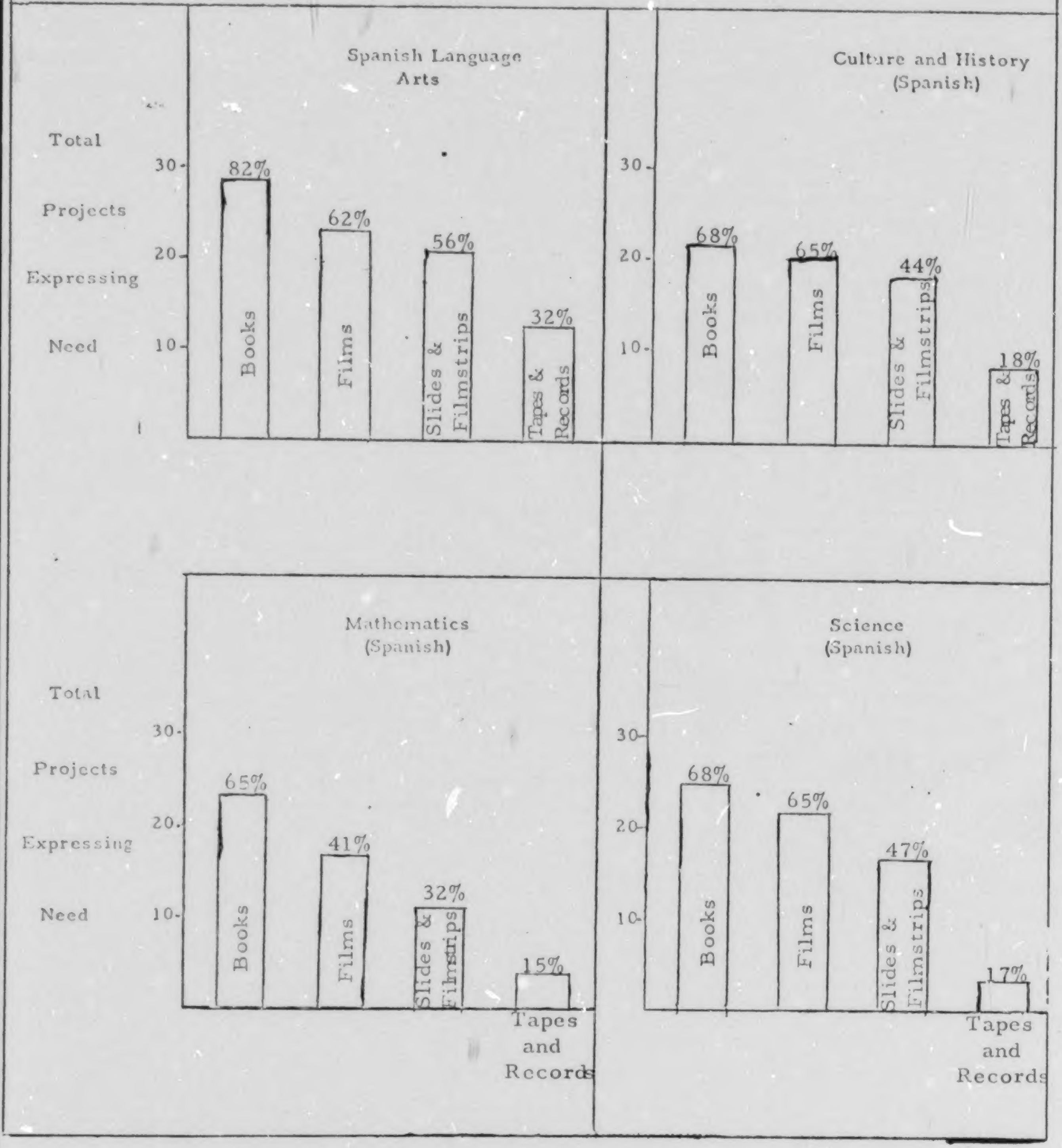
FIGURE II-C1
Total Projects Expressing Material Needs (In Spanish) by Subject and Media
- All Grade Levels -



Although eight projects had designed special bilingual/bicultural curricula, and four had adapted bilingual/bicultural materials to state-developed curricula, only eight had developed curriculum guides for the use of the materials.

4. Findings

a. Materials Acquisition and Development

(1) Seven different criteria were in use for the selection of materials, the most significant being a combination of that criteria whose goal was "to meet student needs and the criteria relying solely on "teachers' judgment." The approach to selecting materials by and large appeared to depend on the instructional philosophy of the project or its approach to BL/BC education.

(2) Local BL/BC projects were attempting to obtain materials from any source which met their requirements. In fact, 32 projects made use of two to four different sources. The majority of projects depended both on commercial publishers and their own capabilities as the primary source of instructional materials. Generally, "Special (support service center) projects" were used, but to a much lesser extent than were other sources.

(3) About 67 percent of the projects were using other Federal funds for materials acquisition and development, while one-third of the local projects were not.

(4) Most teachers and instructional assistants were developing materials for their own use. In general, those projects in which teachers were developing materials did so on the basis of immediate classroom need. Seventeen projects indicated teachers developed materials extensively; nine projects developed materials to some extent; and nine projects developed materials minimally (depending on the subject matter).

(5) In the 17 projects where teachers developed materials to a great extent, the materials developed generally constituted basic teaching materials in the Spanish language.

b. Content and Availability of Materials

(1) Instructional materials are available through both "special projects" (support service centers) and from commercial publishing companies. Generally, teacher-developed materials fill the void which results when materials are either non-existent or inappropriate for the needs of the children.

(2) Materials in Spanish were frequently acquired because of their availability rather than their content and suitability to the instructional approach or method adopted by the project.

(3) According to local BL/BC education projects, materials in Spanish, in language arts, culture and heritage, science, math, and social studies are generally not available. A great need for these types of materials appears to exist.

(4) Materials on culture, heritage, and history are most difficult to acquire except where teachers have developed their own. Teaching songs and dancing was a popular form of imparting knowledge of culture since materials for this kind of activity were easily obtained.

c. Use of Materials

(1) Parent and community resident involvement in materials development appeared to be negligible.

(2) There was little or no evidence of materials being interfaced with BL/BC education project curriculum. In eight projects, interfacing had occurred.

(3) Eight of the 34 projects had developed curriculum guides for materials used in the classroom. None of the other projects had done so.

5. Conclusions

- No uniform rule or guideline for the selection of relevant and useful BL/BC education materials exists. Criteria currently in use vary from project to project. Teachers are seldom given guidance or assistance in obtaining sample materials to look at and choose from, or in defining what materials would be appropriate according to 1) the approach to learning being implemented, 2) the maturity of children involved, or 3) the variety of materials available. As a result, the materials acquisition and development area suffers from a "Let's re-discover the wheel" syndrome.

- In an effort to obtain what they considered to be adequate materials for their bilingual/bicultural education programs, local projects use multiple sources for materials, apparently indiscriminately. Information about the why-where-how and what is available through "special projects" (support service centers) is either not being adequately disseminated, or local projects have found the products of the centers unacceptable. Influencing the above is the fact that , in many cases, projects must use those materials designated as "approved" by LEAs, regardless of origin. Until these operational weaknesses are minimized and/or eliminated, the availability of materials problem may not be resolved.

- The newness of the bilingual/bicultural education concept has created both a need and demand for appropriate materials. "Special projects" (support service centers) are not meeting local projects' needs.

- Linkages with other Federal programs vis-a-vis materials development are apparently not being extensively exploited by BL/BC education projects.

- Teachers are the major source of materials development for the projects; they are primarily fulfilling their own particular classroom needs by developing their own specifically needed materials.

- Instructional materials (in Spanish), in all subject areas and at all grade levels, are apparently lacking.

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- While the projects had a reasonable variety of materials at all grade levels and at differing levels of difficulty, many indicated that this variety was not enough. Specifically, a wider range of multimedia materials is needed in:
  - Spanish language arts materials
  - Cultural and history materials in Spanish
  - Mathematics and science materials in Spanish.
- Projects, across the board, apparently are either not focusing on the utilization of parents and the community in the development of materials, or do not have a clear understanding of how they should use these resource people in materials development and acquisition. Guidelines related to these functions should either be strengthened or eliminated.
- The lack of curriculum guides for BL/BC education projects may be functions of:
  - The rapidity with which BL/BC education projects have been implemented (and the lack of time they have had for project start-up), and/or
  - Lack of leadership and direction by project management.

D. Staff Recruitment and Development

1. Background

The data discussed in this sub-section were collected during site visits to 34 BL/BC education projects through interviews with administrative personnel, teachers and instructional assistants, community representatives and parents, by inspecting teachers' planning books, reviewing records maintained at local education agencies, and, to some extent, by observing classroom instructional procedures.

Included is a discussion of several broad issues dealing with staff recruitment and development. The information presented is grouped into four main categories: recruitment, orientation, training and staff development. The first category, recruitment, deals with the selection of teachers and instructional assistants for the BL/BC education projects as well as criteria for selection of project directors and community liaison workers. The section on orientation discusses subject areas concerned in program orientation and those recommended by LEA administrators and project staff. The third category, training, addresses staff training objectives and utilization of training funds. The last section, staff development, is concerned with the ways in which teachers and instructional assistants participated in university courses, workshops, and seminars in areas relating to BL/BC education.

2. Overview

Though all teachers employed by BL/BC education projects were certified, not all were qualified to teach in bilingual/bicultural education programs. Contributing to this was the lack of both a standard definition of bilingualism/biculturalism and standard criteria for assuring recruitment of qualified BL/BC education teachers. Another problem was trying to require that teachers who have tenure in a school system but are not bilingual be dismissed so that bilingual/bicultural teachers could be recruited.

Though nearly all instructional aides were bilingual, few were formally qualified to assist in the instructional program. The duties assigned to the aides were generally medial since the teachers had little or no respect for their capabilities and did not really want their help with instruction. This often presented an undesirable example to the minority target students.

3. Narrative and Discussion

a. Recruitment

One of the most common concerns expressed by BL/BC education project directors was the lack of adequately trained bilingual teachers. Twenty-seven, or 80%, of the 34 project directors felt that there is an inadequate supply of teachers trained in bilingual/bicultural education theory and techniques. (See Data Table V-C11.) Although training courses relevant to BL/BC education cannot guarantee effective programs, most directors felt that it should nevertheless be a prerequisite for prospective BL/BC education instructional staff members. Research on effective education generally concludes that the greatest and most immediate need is for good teachers and more of them. Many specialists in teacher training programs, as well as school administrators, concur that the most important factor in classroom instruction is the teacher. In like manner, this review of Title VII projects tends to support the hypothesis that no instructional program is any better than the professional competence of the teachers involved. The teacher's knowledge of the target languages and the principles and techniques used in teaching them, as well as a knowledge of and sensitivity to the students' culture, are the teacher's most important tools.

(1) Position Descriptions

Of the 34 projects in the study, 29, or 85 percent, had job descriptions on file for BL/BC staff members which specified job qualifications. Job descriptions were generally written for such positions stating qualifications required, responsibilities to be assumed, salary classification, etc.

(2) Recruitment of BL/BC Education Personnel

In all 34 projects sampled, LEA administrators hired BL/BC education personnel with school board approval. The basic procedures for recruiting personnel included the following:

- Public announcements of staff vacancies;
- Submission of applications for staff positions;
- Interviews with school officials.

Variations generally include incorporating the following steps into the hiring process:

- Parent advisory committee review and assistance in hiring project directors, teachers, and instructional assistants;

- Teachers interviewing and approving candidates for instructional assistant positions.

BL/BC education staff were recruited from a number of different sources, including other BL/BC education projects, the total school district, other state and Federal programs, and colleges and universities (including, to a very limited extent, those which offer courses or major subjects in bilingual and/or bicultural education, such as the University of New Mexico, the University of Texas and the City College of New York). Recruiting efforts did attempt to involve the target population in the BL/BC instructional program, through hiring of qualified teachers, BL/BC staff and para-professionals.

The 34 projects studied hired a total of 510 classroom teachers, of whom 251 were Mexican American, 169 were Anglo, 32 were Puerto Rican, 20 were Cuban and 36 were from other Latin American countries or Black; 2 were unidentified due to lack of records at one project. Also, at the time of our visits, projects were initiating actions designed to increase the number of instructional aides residing in the community served. Of the 410 instructional aides, 306 were Mexican American, 48 were Puerto Rican, 11 were Anglo, 13 were Cuban, and 19 were either from other Latin American countries or Black, 13 were unidentified due to lack of records at one project. Data Table II-D1 shows the ethnic composition of the BL/BC education teachers and aides.

During the recruitment process, selected LEA administrative personnel review training and experience qualifications to determine whether or not an applicant meets stated requirements. Some projects assess language abilities by administering locally developed second language tests or by conducting oral interviews. In other LEAs no formal review process with respect to second language skills is implemented. LEAs differ in their actions with regard to staff members who do not meet

Data Table II-D1

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ETHNIC COMPOSITION OF ASSIGNED TEACHERS AND INSTRUCTIONAL AIDES

-Fiscal Year 1973-

Project Code	Teachers						Aides					
	Mexican American	Puerto Rican	Cuban	Other	Anglo American	Total	Mexican American	Puerto Rican	Cuban	Other	Anglo American	Total
X1D1	4	1			5	10	10					10
X0C2					6	6	6					6
X2D3	1				21	22	13			1		14
X2D4	14	1	1	2	6	24	24					24
X2D5	12			2	10	24	16					16
X2B6	4			8	2	14	14					14
X1D7	1				7	8	8			1		9
X0D8	2			1	10	13	13					13
X0D9	6			1	1	8	8					8
X0D10	2				2	4	3				1	4
X0C11	5				5	10	6					6
X0C12	3					3	2				1	3
X1D13					12	12	6				1	7
X2B14	11			1	10	22	12					12
X0A15	6				1	7	3					3
X3C16	21				6	27	19					19
X3C18	36					36	22					22
X3B19	44			1	7	52	26					26
X1C20	16					16	16					16
X0C21	4					4	4					4
X2A22	26					26	26					26
X1D23	1		3	1	7	12	5					5
X1C24	26				1	27	25				1	26
Y0A25		8	1		4	13		5				5
Y1B26		1	1	2	10	14		2	8	3		13
Y1A27		5	4	3	1	13		5		2	4	11
Y0A28		4	1	3	10	18		13		2		15
Y1C29		7	4	3		14		13		2		15
Y1C30		4		2		6		5		1		6
Z1D31	2	1	4		4	11	5	1				6
Z1C32	1		1	6		8			2	5	2	9
Z1D33	3				14	17	13					13
Z0D34					7	7	1	4	3	2	1	11
Z2B35	*	*	*	*	*	2	*	*	*	*	*	13
Totals:	251	32	20	36	169	510	306	48	13	19	11	410

*No ethnic distribution was obtained for Z2B35 due to lack of records in school district. Hence, ethnic totals do not equal grand total.

second language and culture requirements. In some projects, prior to being hired, the applicants must agree to enroll in courses of study that will help them meet stated requirements. In others, a probationary period is established to qualify those teachers who do not meet the requirements. Normally, little or no follow-through occurs.

The project directors that were interviewed indicated that an average of 370 or 73% were reported to be qualified to teach language arts, history, science and math in Spanish, in some cases minimally. Further, of the 410 instructional aides, an average of 219, or 53% were deemed capable by the schools systems of participating in the major subject matter instruction in the language of the target population.

b. Orientation

Twenty-nine projects (85 percent of those sampled) implemented orientation programs prior to the beginning of the school year. This training brought together LEA personnel, non-BL/BC education project teachers, BL/BC education staff members, parents, community specialists, as well as consultants. Specifically:

- 76 percent of the projects included aides in the training;
- 76 percent of the projects included teachers;
- 48 percent of the projects included their directors;
- 31 percent of the projects included non-BL/BC education teachers;
- 34 percent of the projects included parents;
- 17 percent of the projects included non-parent community members.

In attempting to assess teacher and instructional assistants' reaction to these orientation programs, sixty-nine (69) percent of the instructional staff members canvassed were of the opinion that they had not been adequately prepared.

(1) Objectives of the Training Program

The major objectives of BL/BC education orientation and pre-service programs included:

- a review of the BL/BC education goals and objectives;
- preparation and demonstration of materials;
- demonstration of pedagogical approaches; and
- involvement of community representatives.

Figure II-D1 illustrates the various subjects generally covered by and the personnel involved in orientation training programs.

c. Training

(1) Needs Assessment

Not all projects visited have implemented staff training efforts beyond that of orientation. Further, no general pattern for determining additional training needs was found. As a result, little or no action was being taken to minimize the impact of bilingual education teacher shortages on a long-range basis.

The in-service training programs were studied to determine whether they were based on a) the immediate needs of the staff, or b) general staff development. We found that 22 of the 34 projects carried out their training activities based on the general staff development needs of the project or its staff members (however, only 10 projects had developed systematic staff development plans).

(2) Objectives of the Staff Development Training Program

Some projects had developed training objectives. These, whether articulated or implied by the project's training effort, varied from project to project. Generally, training objectives included the following:

- Improvement of language skills

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FIGURE II-D1

GENERAL OBJECTIVES AND CONTENT OF ORIENTATION AND PRE-SERVICE TRAINING PROGRAMS IMPLEMENTED BY BL/BC EDUCATION PROJECTS

Objectives	Course Content	Topics	Personnel
1. General orientation in the goals and objectives of the BL/BC education program.	1. Philosophy of BL/BC education	1. BL/BC education guidelines and expectations 2. Roles and responsibilities of teachers, aides, and the project director 3. Goals and objectives of each grade level	• Project Director • LEA Resource Personnel • Consultants • Experienced teachers and aides • Panel of local citizens • Evaluator • Curriculum Development Specialists
2. To prepare new staff members to function within the philosophy and design of the program.	1. Use of instructional materials 2. Preparation of instructional materials 3. Preparation of learning centers, interests areas, and other special facilities for programmatic use.	1. Introduction to Spanish and English materials for BL/BC education programs 2. Use of audio-visual equipment 3. Development of materials	
3. To review and describe the program to the entire staff.	1. Review of the language aspects of the program 2. Demonstration and knowledge of the methods and skills needed as a vehicle for teaching subject matter 3. Review of approaches to early childhood instruction	1. Reading in Spanish and English 2. Linguistics for classroom use 3. ESL 4. SSL 5. Sounds for Spanish-speakers learning English 6. Use of team teaching 7. Use of teaching associates or aides 8. Role-playing using learning centers 9. Amount of time spent on Spanish and English 10. Planning for individual needs of students 11. How to give positive reinforcement to pupils 12. Teacher expectations for the disadvantaged 13. Appreciation of Mexican American, Cuban and Puerto Rican culture 14. Cultural awareness of Mexico, Puerto Rico, Cuba and the U.S.A. 15. Human relations 16. Testing and evaluation 17. Spanish/English curriculum development	
4. To review and describe the BL/BC education model to the staff	1. Examination of parent and community relations and ways of increasing their involvement in the program 2. Preparation for parent advisory committee meetings	1. Understanding the interest of the community 2. Understanding parents 3. Parent/Community involvement	

- Improvement of cultural skills
- Development of local materials and adaptation of existing materials
- Preparation of aides for teacher certification
- Development of a check list for self-rating or monitoring of instructional processes.

Some projects presented their objectives in lengthly statements such as the following:

> "To develop a better understanding of the relationship between the home, the school, and the community based on mutual respect and understanding with the emphasis to be placed in changing teacher and administrator attitudes toward and acceptance of their charges' role in the community and in our country as American youth with a right to equal educational opportunities, equal protection under law, dignity and respect accorded a valuable human being."

(3) Implementation of Objectives

To achieve their training objectives, some projects implemented varied training efforts, including:

- In-service training
- Summer workshops
- Visits to other BL/BC projects
- Training at Federally funded support centers
- Consultant organized training
- University and college courses
- Interpersonal relationships.

Most prevalent was in-service training and orientation concentrating on:

- Planning

- Language development
- Culture of the target population
- Social psychology.

(4) Funds

In addition to teacher training funds supplied by Title VII, project personnel tried to avail themselves of additional funds, i.e., Title IV (local, state, private, etc.) to carry out staff training and development activities. These funds were primarily being used to support in-service training, summer workshops, tuition at local colleges, and/or visits to Federally funded support centers. Some training efforts were paid for by the project staff members themselves.

A total of 644 staff members were reported as participating in "staff training" during FY 1973. Some programs only include teachers, while others only include instructional aides.

Training plans vary widely, i.e., from the implementation of a systemmatic training curriculum to giving a little assistance in daily problem solving. One project reported sending their entire staff to study bilingual education teaching strategies in Mexico for the last two summers.

(5) It was not possible to define with accuracy the number of teachers or aides who are participating in training activities specifically geared to preparation for teaching in the BL/BC education programs. Staff training plans and supplementary workshops indicated a wide diversity of course content and programs, some of which involve BL/BC education staff members with local universities. In many cases, these programs do not specifically relate to the requirements and goals of BL/BC education.

d. Staff Development

Bilingual/bicultural education staff development is one of the most classic and recurrent needs confronting Title VII administrators, both at program and local project levels. The critical need for continuing educational opportunities for administrative and instructional staff, which will improve the quality of education for the bilingual/bicultural child, was very evident. The lack of staff development appears to be the one most important impediment to fulfilling adequately the goals and/or responsibilities of BL/BC education staff members.

It seems paradoxical, however, that although most administrators queried felt that training and development in BL/BC education should be a prerequisite for prospective teachers and/or for teachers and directors already in the program, formal plans to carry out substantive training and staff development programs were evident in only 11 of the projects studied.

Of the 34 BL/BC projects included in this study, 24 had not formulated systematic staff development plans to be implemented during the school year. In these projects, management failed to provide specific plans to follow up orientation and pre-service training activities that could be considered as staff development. For example:

- One project had teachers and aides attend workshops sponsored by "Project Trend."
- In two projects, teachers had their own staff development plans; aides had none.
- In one project all aides were involved in Title I Career Development Program.
- In one project teachers and aides were encouraged and urged to attend conferences, workshops, and courses in the nearby universities.

4. Findings

a. All teachers imployed in the BL/BC education projects sampled were certified to teach in an elementary school setting. However, not all these teachers were qualified to teach in a bilingual education program. This was mainly the result of either the lack of a uniform list of necessary prerequisites for initial entry into the program or the fact that school districts could not dismiss teachers with tenure already in the system in order to employ qualified bilingual teachers. Impacting on the problem was the general lack of trained bilingual teachers in some parts of the country.

b. Procedures for recruiting bilingual staff members are generally the same as those used to recruit any other LEA staff member, i.e., administrators hire staff members subject to the approval of school boards or their designated representative. In most cases, BL/BC education project directors can only recommend the employment of their project staff. A possible exception is the selection and hiring of instructional assistants.

c. Even though projects have records of prior bilingual education training undertaken by their staff members--or the lack thereof--they do not use these records to identify teaching competence deficiencies and develop a staff development training program tailored to correct these deficiencies.

d. Most BL/BC education projects (29) conduct orientation programs. Few have a well articulated plan for other and more formal staff development training activities.

e. Staff training conducted at most projects does not include the use of the many target ethnic group cultural elements available in the community. As a result, the "real world" around them is shut out as a source of information and training vehicle.

5. Conclusions

a. Most teachers in BL/BC education meet the requirements stated in the Title VII Bilingual Education Handbook. However, it is readily apparent that abstract formulations of academic achievements are not truly indicative of a teacher's bilingual/bicultural teaching capabilities or performance.

b. No valid and uniform criteria exist which attempt to determine whether prospective bilingual/bicultural teachers will be effective in their classroom performance.

c. Constraints inherent in the rules and procedures for selecting or dismissing teachers, as enunciated by each school district or school board, have as much influence as academic credentials or training on whether qualified BL/BC education teachers are employed.

d. No standard list of requirements, or uniform selection criteria, exist for determining the suitability or capabilities of instructional assistants prior to entry into the bilingual education program.

e. Generally, projects lack the capability or the motivation to develop a well-defined staff development plan geared to minimizing or eliminating weaknesses in their instructional staff. This is particularly serious when one considers the general lack of qualified bilingual instructional staff members.

f. Few non-Title VII teachers, or other staff members, are involved in the development of bilingual program concepts, policies, goals, and/or objectives. This may impact on the orderly assimilation of a bilingual education project into the normal school system.

g. Staff training programs and activities for teachers or instructional aides, which would prepare them to engage in more complex language repertoires and which will give them the freedom to function comfortably in the pertinent target cultures, are lacking.

E. Parent and Community Involvement

1. Background

The Parent/Community Involvement Component includes a description of the advisory groups formed at Title VII, ESEA projects, a review of parent involvement activities, and a review of community involvement activities.

Information contained in this sub-section was gathered at each of the thirty-four project sites visited by interviewing three parents or community residents, three members of the advisory group, and the chairman of the advisory group. In addition, the community liaison worker or the appropriate staff member functioning as a liaison between the project and the community was also interviewed. Minutes and bylaws of advisory groups, project records of parent/community involvement, newsletters, and other records were also examined.

2. Overview

Advisory groups were formed at twenty-eight Title VII projects. Parents, teachers, and community representatives, reflecting in some measure the ethnic composition of the program participants and community, were usually informally organized. In most projects, the project director or the community liaison worker served as contact person for the advisory group. The advisory group's main function was to hear information and progress reports on Title VII activities.

Parent involvement was present at twenty-two of the Title VII projects, usually in the form of chaperoning field trips or assisting in cultural aspects of the program. Visits to the classroom were encouraged by twenty-six projects, although parents visited projects infrequently. Twenty-nine projects also scheduled home visits to parents for the purpose of informing them about the program or apprising them of their child's progress in school. Parents were employed at twenty-one projects holding positions that ranged from project director to secretary. Project efforts to involve parents centered on attempts to disseminate project information through newsletters, though other media were also used. Parents considered their involvement as "average". Few educational or training opportunities were available to parents, however.

Community involvement at Title VII projects on the other hand commenced during start-up activities when most projects asked for and received support from local Spanish oriented groups. Community liaison workers performed outreach work in an attempt to involve community groups and organizations in the project. Target community residents, but not necessarily parents, were employed at most of the projects sampled. Community residents also volunteered occasionally for classroom activities. Efforts to increase community involvement in the projects, in contrast to trying to involve parents, primarily centered on increased dissemination of project information with occasional requests for support and participation in activities. Generally, community residents rated their involvement in project activities as "low" or "very low."

3. Descriptive Narrative

a. Advisory Group

(1) Formation of Advisory Groups

Advisory groups were formed by either the local Title VII project director or an LEA staff member. Members were selected in a variety of ways. For example, five groups were elected by other parents; ten project advisory groups were appointed by the school principal or the project director. In other projects, individuals volunteered to serve, while in still others, individuals were appointed to a city-wide BL/BC Education Programs Committee by the LEA.

(2) Advisory Group/Committee Membership

Twenty-eight of the thirty-four Title VII projects sampled had organized advisory groups or committees. These groups had a membership ranging from five to 37 members each. Data Table III-E1 shows the composition of these groups. A total of 503 people representing parents, communities and local education agencies were involved. Three hundred seventy-three (377) were parents, 58 teachers and 68 were community members who had no other connection with the school or project. Ethnically, they represented Mexican Americans, Puerto Ricans, Cubans, Other Spanish, Blacks, and Anglos, as follows:

TABLE NO. II-E1
ADVISORY GROUP/COMMITTEE MEMBERSHIP
-BY PROJECT-

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	GROUP/COMMITTEE COMPOSITION			TOTAL MEMBERS
Project Code	Parents	Teachers	Community Representatives (Not included in Parents or Teachers)	
X1D1	20	1	1	22
X0C2	21	3		24
X2D3				
X2C4	5			5
X2D5	13	4	5	22
X2B6	17		1	18
X1D7				
X0D8				
X0D9	11		9	20
X0D10	13	4	5	22
X0C11	30	3	4	37
X0C12	10			10
X1D13	22	12	1	35
X2B14	21	3	2	26
X0A15	13	1		14
X3C16	22	1		23
X3C18				
X3B19	12			12
X1C20	6	1		7
X0C21	14		6	20
X2A22	15	1	4	20
X1D23	12	2	2	16
X1C24	13	3		16
Y0A25	3	3	4	10
Y1B26	10			10
Y1A27	10	2	3	15
Y0A28				
Y1C29	10	1	4	15
Y0C30				
Z1D31	13	1	1	15
Z1C32	8	10	14	32
Z1D33	3	2		5
Z0D34	18			18
Y2B35	12		2	14
Total	377	58	68	503

ETHNICITY					
Mexican American Total: 338 Percent: 67%	Puerto Rican/Cuban Total: 29 Percent: 6%	Other Spanish Total: 10 Percent: 2%	Black Total: 11 Percent: 2%	Anglos Total: 115 Percent: 23%	Total 503 Percent: 100%

-	Mexican Americans	338
-	Puerto Ricans or Cubans	29
-	Other Spanish	10
-	Blacks	11
-	Anglos	115

(3) Advisory Group Organization and Structure

Advisory group/committee information was obtained which allowed determination of the frequency of meetings, the use of bylaws and/or minutes, how officers were elected, whether orientation sessions were held, and whehter training was received by group members.

Interviews conducted plus a review of records available revealed that two projects met weekly, thirteen met monthly, four met bi-monthly, two met quarterly, while seven others met less frequently. Records also indicated that ten (10) of the advisory groups kept minutes and that nine (9) had bylaws. Twelve (12) of the advisory groups elected a full slate of officers. Sixteen (16) elected a partial slate of officers, or did not elect officers. Thirteen (13) of the advisory groups participated in an orientation program on Title VII goals and objectives; twelve (12) indicated they did not have an orientation program, or that it was very informal in nature. In addition, five (5) of the advisory groups indicated that they went through a training program.

(4) Title VII Project Contact with Advisory Groups

In twelve of the local Title VII projects, the advisory group's contact person on the project staff was the community liaison worker; ten (10) projects indicated the project director or assistant project director served as their main contact person; in the remaining 12 projects, there was either no designated liaison person, no committee, or no response to their question. Where a contact person existed, he performed various liaison duties for and with the committee including the following:

- Coordinating staff/committee activities
- Making home visits to parents
- Coordinating advisory meetings
- Providing information on project activities

(5) Advisory Group Roles

There was no real pattern, or trend discernible as to the roles of advisory groups. They differed widely within the thirty-four projects. In some projects, the advisory groups reviewed plans prior to submission of the continuation proposal. Some advisory groups also commented on evaluation plans and procedures. Other groups served as a forum for communicating the communities' views on bilingual education to the LEA. Most projects, however, used the advisory group as an informational forum to communicate Title VII information to parents and community representatives. Information was usually communicated by the project director who explained the goals and objectives of bilingual education, outlined project activities, and reviewed other details related to bilingual education.

(6) Advisory Group Influence on Title VII Programs

The range of responses as to how advisory groups evaluated their influence and effect on the BL/BC education programs varied from "very important" to "not important." Five advisory groups rated their importance and effect as "very important"; eight as "important"; two as "occasionally important"; seven as "marginally important"; and eight as "not important."

(7) Capsule View of the Average Advisory Group

From the above, the Study Team concluded that the average Title VII advisory group - or committee - is composed of eighteen (18) members of which 13 or 75% were parents, two or 11% were community members, and three or 17% were LEA staff members. The average advisory group was formed by the Title VII project director who then selected the members of the group. Once selected, the group had a limited orientation. It kept contact with the project through a Title VII staff member who was assigned liaison responsibilities. The advisory groups' major role consisted of receiving information on project activities from Title VII staff. The advisory group also briefly reviewed Title VII continuation proposals. The average advisory group viewed its influence and effect on the project as "occasionally important".

b. Parent Involvement

(1) Parent Involvement Roles in Title VII Projects

In addition to serving on the advisory groups of Title VII projects, parents also participated in the instructional activities of the bilingual/bicultural program. Twenty-two projects reported parent volunteers in the program; in the remaining twelve (12) projects, either parent volunteers were irregular or non-existent. When present, volunteers were involved in the following instructional activities:

- Chaperoning field trips
- Telling stories
- Informing pupils of cultural activities of ethnic groups
- Assisting in reading and other instructional areas

A further review of parent involvement at Title VII programs revealed that parents also assisted in materials development at four (4) projects, public relations activities at one (1) project, and school nursing and nutritional programs at four (4) projects.

(2) Parent Visits to Title VII Projects

Thirty of the thirty-four projects encouraged parents to visit the classroom often. Two other projects limited visitation to selected days during the school year. Thirteen of the projects encouraging visitation indicated parents seldom visited. At the other extreme, three (3) projects indicated parents visited the classroom from four to five times a year. Some project directors indicated that parents had frequent contact with the project because they took their children to school in the morning and picked them up in the afternoon.

(3) Home Visits to Parents

Twenty-nine of the Title VII projects schedule home visits to parents and five do not. Depending on the project, home visits were scheduled quarterly, semi-annually, or annually. Home visits are made by the project director at one (1) project; the teachers at seventeen projects; the aides at eight projects; and, the community liaison worker at eleven projects. It should be noted that seven of the projects where home visits are made indicated that a combination of two or three of the above staff visit the homes.

Home visits were scheduled for two purposes:

- To inform parents of their child's progress in school
- To explain bilingual education to parents

(4) Parent Employment in Title VII Projects

Interviews and records indicated that twenty-one (21) of the Title VII projects sampled hired parents for staff positions; twelve (12) projects did not have parents on their staff and for one project, this information was not obtained. One (1) project employed a parent as project director; five (5) projects employed parents as teachers. In addition, twenty-one projects hired parents as instructional aides; two (2) projects hired parents as community liaison workers; and two (2) had secretaries who were parents. Six of the above projects hired parents to fill two or more of the positions mentioned above.

(5) Educational Opportunities for Parents

Parents were also involved in Title VII Project activities as a result of educational and training opportunities developed for them in fourteen (13) projects. The following opportunities were offered to parents by the Title VII staff or arranged by the Title VII staff through the LEA:

- English/Spanish courses
- Child Development techniques
- Adult Basic Education classes

(6) Title VII Project Efforts to Encourage Parent Involvement

The Title VII projects sampled have encouraged parent involvement in the project by initiating the following activities:

- Providing transportation and babysitting for parents
- Scheduling social gatherings at project schools
- Making home visits to parents
- Video taping classroom activities for viewing by parents
- Editing a newsletter on program activities
- Televising programs on bilingual education
- Writing radio announcements and informational programs on bilingual education

Funds were allotted for parent involvement activities in fourteen (14) of the projects sampled with amounts allocated ranging from $100 to $1,000. (For two of the 34 projects, information was not available or not obtained.)

(7) Parent Rating of Their Involvement

Parents interviewed at each project rated the extent of their involvement in Title VII activities by using a five-point scale ranging from "very high" to "very low." Parents at two (2) projects rated their involvement as "very high"; at five (5) projects as "high"; at eighteen (18) projects as "average"; at five (5) projects as "low"; and, at four (4) projects as "very low."

(8) Capsule View of Parent Involvement

From the above information, the study team was able to develop a capsule view of the average parent involvement component at Title VII projects. The average Title VII project had occasional parent volunteers who chaperoned field trips and/or provided cultural reinforcement in the classroom by telling stories, explaining customs, and providing insights into the culture of the non-dominant population. The average project had one (1) parent on the Title VII staff who was employed as an instructional aide. Funds were not available, on the average, for parent involvement activities. Home visits were generally made by a Title VII teacher or aide who explained the bilingual program to parents. Information was also communicated to parents at the average project through a Spanish/English newsletter published occasionally. The majority of parents participating in this study rated the extent of their involvement as "average".

c. Community Involvement

(1) Community Involvement in Start-Up

Various community groups contributed their support to bilingual education during the start-up phase of Title VII projects in the communities sampled by this study by assisting in planning organizing community efforts and generating empathy for the projects. Support came from civic clubs, ethnic organizations and other agencies and organizations.

In addition to supporting the need for the projects during the start-up phase, some of the above organizations offered the following continuous services to the Title VII projects:

- Act as resource personnel
- Provide clothing and shoes for pupils
- Mobilize community support
- Assist in planning and implementing project activities

(2) Community Liaison Workers at Title VII Projects

A community liaison worker was funded at twenty-one (21) of the Title VII projects. This worker's function usually entailed coordinating project activities with the community and performing other duties as assigned. These duties included the following:

- Making home visits
- Offering social services
- Acting as translators
- Assisting instructional aides
- Serving as recreational aide
- Performing public relations activities
- Serving as project secretary

(3) Community Employment at Title VII Projects

A review of available files and interviews with Title VII staff indicated that thirty-one (31) of the projects sampled hired a total of four hundred ninety-eight (498) target community residents to work in the bilingual program. Seven (7) are employed as project directors; four (4) as curriculum development specialists; one hundred sixty-six (166) as teachers; two hundred fifty-nine (259) as aides; seven (7) as community liaison workers, four (4) as secretaries; and one (1) as an auditor.*

(4) Target Community Volunteers at Title VII Projects

According to available data, target community residents were regular volunteers at fifteen of the Title VII projects sampled. They participated in the following activities:

- Assisting instructional aides
- Tutoring pupils

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*For three (3) projects, breakdowns of staff from the community were not obtained, accounting for 50 of the 498 total.

- Providing social service assistance
- Providing theatrical presentations
- Assisting in recreational activities

(5) Title VII Efforts to Increase Community Participation

Sixteen (16) of the project directors interviewed stated they had made plans for increasing target community involvement in Title VII activities. Their plans covered the following range of efforts:

- Distributing a newsletter
- Presenting cultural activities at local meetings
- Inviting target community residents to Title VII meetings
- Writing articles on bilingual education for the local newspaper
- Holding coffee meetings
- Distributing a booklet explaining the role of community residents in school programs.

(6) Target Community Rating of the Extent of their Involvement

Target community residents interviewed at the Title VII projects sampled rated the extent of their involvement in project activities on a five-point scale ranging from "very high" to "very low". Target community residents at three (3) projects rated their involvement as "very high"; two (2) as "high"; eight (8) as "average"; four (4) as "low"; and seventeen (17) as "very low".

(7) Capsule View of the Average Community Involvement

From the above information the study team developed a capsule view of the average community involvement at a Title VII project. Generally, the average community involvement included support from a Spanish oriented organization that assisted in mobilizing community support and/or provided resource personnel to the project. The target community also was represented on the Title VII staff and occasionally volunteered to participate in program activities. Generally, the extent of community involvement in Title VII projects was rated "low."

4. Findings

a. Advisory Groups/Committees

(1) Advisory groups were organized at 82% of the Title VII projects. As approximately 75% of the members were parents of pupils in the program, the advisory groups reflected the ethnic composition of the target population.

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(2) The reactions of LEA staff to the formation of advisory groups at Title VII projects ranged from active encouragement and a desire to increase participation and effectiveness to the view that they are a legal requirement honored in letter but not in spirit. Though some school districts were familiar with advisory groups as a result of their involvement with other federal programs, others viewed setting up advisory groups as an innovative activity. In some cases, LEA administrators stated that the elected school board adequately represented parent and community interests related to bilingual education. Therefore, some districts did not encourage advisory group activities or considered the advisory groups as informational forums rather than as functional elements of the Title VII program.

(3) Some school districts had advisory groups that served primarily as informational forums after being formed by the Title VII project. Although these advisory groups did not operate in an "advisory" capacity, they served as a focal point for the Title VII staff to concentrate their parent/community involvement activities, often with persons who had not previously participated in any education groups or organizations. As a consequence, advisory groups in this category were viewed by Title VII staffs as in a transitional state moving towards more active involvement in Title VII and other school activities.

(4) Another group of school districts attempted to strengthen advisory groups by actively involving them in program

planning and in other activities that contributed to the educational growth of Title VII pupils. In such projects the Title VII staff appeared to develop excellent rapport with advisory groups. Roles for the members of the advisory group had been clearly defined in order to increase their effectiveness. Within this set of circumstances the advisory groups made constructive contributions to Title VII projects in some school districts. Often these contributions occurred in communities with a strong sentiment for bilingual education.

(5) It should be noted that some communities did not have strong advisory boards because the school board itself had previously made bilingual education a priority item and actively served as both a forum and a decision-making body for bilingual education matters.

Limited advisory group activities, however, were usually a consequence of a variety of other circumstances, i.e., long working hours, large families, transportation problems, lack of expertise in community involvement, and feelings of inferiority that tended to reduce active participation in advisory groups. In some cases the problems of involvement were further complicated by LEA or Title VII staff members who felt that target community residents had limited knowledge of school problems and what should be done to improve schools. Where these opinions prevailed, minimal attempts were made to foster advisory group activities.

b. Parent Involvement

(1) Title VII projects provided an opportunity for parents to participate in the classroom activities of the bilingual program. Most of their involvement centered on the reinforcement of pupil learning in the area of culture and heritage, though parents occasionally assisted in the instructional areas of the program. By telling stories, explaining ethnic customs and traditions, preparing ethnic foods, and celebrating holidays with the Title VII pupils, parents provided additional positive models for pupils from the non-dominant population.

(2) In addition, the exposure of pupils to the non-dominant culture and heritage in the classroom while parents were present, tended to enhance self-concept and a sense of pride in the traditions and customs previously ignored or given short shrift by teachers unfamiliar with the target population.

(3) In addition to providing models to pupils through volunteer efforts, employment of parents at 62% of the projects sampled provided additional reinforcement to the concept that the non-dominant culture has a role to play in school activities. Coupled with the other target community residents hired at the project, pupils can identify with project personnel rather than viewing them as an outside group offering only educational services to the community.

(4) A similar impact was experienced by parents of the pupils from the target population when they witnessed the expansion of hiring policies to include persons previously ineligible for employment by the LEA. In most cases, the Title VII project provided entry level positions for non-dominant populations that previously constituted a low percentage of existing LEA staff. At the same time, it enabled these employees to use the full range of their skills rather than abandoning their language skills when they crossed the school boundary.

(5) Efforts to encourage parental involvement through visits to Title VII classrooms or to children's homes by Title VII staff members also contributed to project goals. Since parental involvement in school activities among the target population had previously been minimal, efforts made by project staff centered on discussions of the bilingual program or assessment of the pupil's progress. As a result, focus on the parental role in the learning process of their children has not received significant attention during home visits. Instead, support for the bilingual program was generated by the Title VII staff person making home visits.

(6) Even with the positive action on the part of projects noted above, parent involvement has been limited because the target population traditionally has left school matters to school officials. Thus Title VII parent involvement suggestions were often applied to a target population where active participation in school affairs is not the norm nor is it considered part of a

parent's duty. Thus, the active attempts by Title VII to involve parents from the target community was something new. When parents responded to appeals to participate, it was often to observe or passively lend their support rather than to enter into aggressive and active participation in instructional activities or advisory groups. Where Title VII staff were sensitive to this situation, steps were taken to move slowly from passive to more active involvement.

Viewed from the above perspective and considering the factors that limited participation in advisory groups because they apply to parent involvement, (jobs, family responsibilities, lack of transportation, lack of expertise, and feelings of inferiority) Title VII projects responded in a variety of ways to encourage increased parent involvement.

(7) Though dissemination efforts centered on editing bilingual newsletters mimeographed at intervals through the school year, the key resource for developing target population involvement was the community liaison worker.

The community liaison worker charged with implementing the parent/community involvement component often came from the target community. Usually he or she was an active participant in community affairs who enjoyed the confidence of both the LEA and the target community residents. Frequent contact with parents enabled the community liaison person to provide information to parents and provide feedback to Title VII staff. Though at times the functions of community liaison worker were carried out by the project director or another Title VII staff member, projects that developed a plan of home visitation, regular advisory group meetings, and other activities coordinated by a Title VII staff member tended to have greater parental involvement than those projects which carried on parent involvement activities without a clear plan or capable staff.

c. Community Involvement

(1) Community ethnic organizations and groups provided support to Title VII projects during the start-up phase, but that support tended to wane after the project was implemented. Though some support came from community service clubs and other socially oriented programs, most of the support

came from ethnic groups and organizations representing a wide variety of interests. Support ranged from letters to the LEA, to appearances before planning groups and local school boards. Most of the support was fostered by LEA staff who took the initiative by contacting community groups and organizations. For the most part, however, community organizations and groups did not play a crucial role in start-up activities of Title VII projects. Absence of documentation and limited correspondence in Title VII project files indicated the superficial nature of their involvement.

(2) On the other hand, there was evidence that Title VII projects were hiring large numbers of their staff from the target community. The positions of instructional aide, community liaison worker, and secretary were frequently filled by community residents. Thus pupils in the program were provided with additional models with whom they could identify. Hiring of target community residents also provided evidence to residents that LEA was taking affirmative action to provide employment to minorities.

(3) A review of community involvement data also reveals that community input into Title VII planning and volunteer assistance for instructional activities was minimal. Though some projects used community representatives to identify professions and careers to Title VII pupils, most Title VII projects did not do so. Where involvement from parents and the community was sought, efforts were concentrated on parents. Efforts to involve the community usually meant disseminating information about bilingual programs. These dissemination efforts had little impact on increasing community participation in Title VII projects.

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5. Conclusions

a. Advisory Groups/Committees

(1) Advisory groups provided a means of contact with the school for target community residents who otherwise would have a minimal voice in school affairs.

(2) Most advisory groups play a perfunctory role in the functioning of Title VII programs. Their most important role appeared to be at the beginning, or start-up phase of a project,

where groups were called upon for advice and assistance in planning the program. Thereafter, or during program operations, advisory groups appeared to be more of a public relations effort (or informational forum) in the community on the part of local bilingual education projects.

b. Parent Involvement

(1) Title VII projects provided an opportunity for parent involvement in school activities.

(2) In addition to providing role models to pupils through volunteer efforts, employment of parents by the projects sampled provided additional reinforcement to the concept that the non-dominant culture has a role to play in school activities.

(3) Parent involvement was most successful where Title VII staff members developed specific plans and improved staff capabilities for working with parents.

(4) Dissemination activities have provided most of the Title VII contact with parents while involvement of parents in the learning process of their children as an integral part of the program has not been achieved.

c. Community Involvement

Community ethnic organizations and groups provided support to Title VII projects during the start-up phase, but that support tended to wane after the project was implemented. Though some support comes from community service clubs and other socially oriented programs, the large share of support comes from ethnic groups and organizations representing a wide variety of interests. For the most part, however, community organizations and groups do not play a crucial role in start-up activities of Title VII projects. Absence of documentation and limited correspondence in Title VII project files indicated the superficial nature of their involvement.

Community input into Title VII planning and volunteer assistance for instructional activities is minimal. Though some projects used community representatives to identify profession and career models for Title VII pupils, most

Title VII projects did not do so. Where involvement from parents and the community was sought, efforts were concentrated on parents. Efforts to involve the community usually meant disseminating information about bilingual programs.

Although Title VII projects have provided increased employment opportunities to target community residents previously ineligible for positions in the LEAs, community volunteer efforts have not provided the projects with additional manpower to improve instructional activities.

F. Planning

1. Background

Within the framework of BL/BC education projects, the planning component includes:

- The assessment of needs,
- The development of bilingual education instructional plans,
- The planning process, and
- The implementation of project plans.

This paragraph describes the above-outlined processes as they were being accomplished in the projects visited during the study.

The information included in this paragraph was gathered at each of the 34 projects selected for sampling by interviewing project directors, LEA administrators, evaluators and auditors, plus other BL/BC education project staff members. In addition, project records and files were examined, including preliminary funding applications and proposals, reports generated for the assessments of needs, and evaluation, audit and other reports.

2. Overview

Title VII projects' assessment of needs was usually carried out by LEA representatives. These planners reviewed existing documents and reports, when available, on language dominance, language competence, educational deficiencies, and socio-economic characteristics of the target populations, then postulated statements of need. In the projects sampled, BL/BC education plans to meet the needs of the target population were generally developed by studying other operational programs such as Model Cities data, other Federal Titles (I, II and III), and by analyzing the assessment of needs contained in those plans and proposals.

Approaches to bilingual teaching varied from use of the dominant language and equal time for both languages to combining these with ESL and SSL programs. The rationale for choosing the selected approach was usually based on meeting the students' needs so as to increase their educational potential. Long-range goals and five-year objectives centered on developing language proficiency, assuring social acceptance of the target language and culture, and enhancing student achievement. Each of the projects sampled had detailed plans for the instructional component. Some had detailed plans for materials acquisition and development, staff recruitment development, and parent community involvement. Nearly all of the projects had performance objectives for instructional processes and products.

The planning process varied widely. Participants in the planning process ranged from the project director or LEA program developer as the planner and writer, to the use of the project director or LEA program developer as a coordinator and the writer receiving assistance from the BL/BC project staff, LEA staff, the advisory groups, and the evaluator and/or auditor in a series of planning meetings that reviewed and critiqued the proposal in detail. One-third of the projects, however, used a planning process that took a middle course in which the project director or LEA program developer received varying amounts of help from Title VII staff, LEA staff, and parent and advisory groups. A self-evaluation of their participation in the planning process revealed that *most* of these staffs believed they made a contribution to planning. However, parents and community representatives believed they had minimal input.

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Contributions to planning were usually made through informal contact with the project director, regular planning meetings, or scheduled meetings of the advisory groups. Nearly all of the BL/BC education projects studied indicated provisions had been made for revising plans to improve performance. Evaluation results were also used in planning in nearly all of the projects sampled.

Classroom evidence that the program plans were being implemented as planned included lesson plans, materials, language usage and instructional models. Though most projects had ample evidence that the program planned had been implemented, a few projects shifted grade levels, increased the amount of English used in classrooms, or failed to purchase suitable materials, thus deviating significantly from their plans. Interviews with project staff indicated that most were aware of program plans and changes as the changes affected their particular areas of work.

3. Descriptive Narrative

a. Needs Assessment

The process for developing the assessment of needs for the BL/BC education projects studied followed one basic pattern. The LEA administrator or "Director of Federal Programs" identified a person responsible for conducting the assessment of needs. When necessary, that person assembled a team which included other LEA staff, prospective BL/BC education staff members, community representatives, and/or consultants. The tasks required for completing the assessment of needs fell into three categories as follows:

- Collecting data to document language dominance, language competence, educational deficiencies, and socio-economic characteristics of the target population.

- Analyzing the data to determine the appropriateness of a BL/BC education program.

- Producing a written report on what relevant data and background for such a project exists.

To accomplish the first task, the assessment of needs team reviewed available data and reports, and/or designed instruments for the gathering of desired data. Previously completed ethnic surveys, linguistic reports, scholastic achievement records, and other relevant materials available to the LEA were studied and significant data extracted for analysis.

At this point, data were analyzed to determine the language dominance of pupils in the LEA, language competence of target pupils, educational deficiencies that could be corrected by a BL/BC education program, and the socio-economic characteristics of the target population. In addition, the LEA usually selected a target school for initiating the Title VII education program based on statistical information that identified schools of Spanish dominant and low-income pupils. Finally, findings and conclusions of the assessment of needs were compiled for a final written report that was disseminated to LEA administrators, school board members, and/or incorporated into the preliminary or initial proposal for Title VII funds.

(1) Approach

Thirty-two of the 34 Title VII projects studied included an assessment of needs in their initial proposals which attempted to address the areas of language dominance, language competence, educational deficiencies, and/or socio-economic characteristics in the community. However, only 30 projects documented one or more of the above areas in their needs assessment, but no project documented all four areas. Two Title VII projects did not document any of the four areas.

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Assessment of needs was conducted by one or more of the following groups or individuals: LEA staff, prospective Title VII staff, community representatives, and consultants. Assessment of needs was made at nine, or 26 percent, of the projects by the LEA staff only; at seven, or 20 percent, by the LEA staff and Title VII staff; at five, or 15 percent, by the LEA staff, Title VII staff, and community representatives; at three, or nine percent, by the LEA staff, Title VII staff, and consultants; at one, or three percent, by the Title VII staff only; at one, or three percent, by the LEA staff, consultants, and community representatives; at one, or three percent, by the LEA staff and consultants. No information was available on persons involved in the assessment of needs at two projects.

(2) Needs Assessment Techniques

In documenting their assessment of needs for language dominance, language competence and educational deficiencies, projects depended upon teacher observation, various language and other subject area tests and the analysis thereof, LEA-developed data on the school system and community, and other community agency statistics (e.g., Model Cities, county welfare office, etc.).

Some projects also documented specific educational deficiencies and indicators of deficiencies in their assessment needs in such areas as reading, arithmetic, self-concept, etc.

(3) Sources of Data

Plans prepared and submitted by the projects sampled were usually based on a study of other operational bilingual/bicultural programs, suggestions from the local communities, and the assessment of needs. Interviews and records at the projects revealed that a combination of sources was used in developing bilingual education plans.

Sixteen, or 47 percent, of the projects sampled based their plans on a study of other operational programs and the assessment of need; and one, or three percent, based their plans on a study of other operating programs only.

b. Bilingual Education Plans

(1) Responsibility for Plan Development

Project plans were developed by one or more of the following individuals or groups: local Title VII staff, LEA staff, parent/community representatives and consultants. Data Table II-F1 shows the frequency with which each of the above groups participated individually or in combination with each other in the development of bilingual education plans.

DATA TABLE II-F1
PERSONS INVOLVED IN DEVELOPING
BILINGUAL EDUCATION PLANS

Combinations of Planners Involved	Frequency of Involvement
Title VII staff, LEA staff, Parent/Community	10 projects
Title VII staff, LEA staff	7 projects
Title VII staff, LEA staff, and Consultants	8 projects
Title VII staff, LEA staff, Parent/Community, and Consultants	2 projects
LEA staff and Consultants	3 projects
LEA staff	1 projects
LEA staff, Parent/Community, and Consultants	1 project
LEA staff and Parent/Community	1 project

(2) Goals and Objectives

All of the 34 projects in the study either articulated long-range goals or five year objectives. Twenty-six projects included both long-range goals and five year objectives. Five projects did not write five year objectives, while three projects did not write long-range goals.

Long-range goals of Title VII projects sampled were examined to determine to what extent projects aimed at developing language proficiency, transferring Spanish usage to English, implementing continuous bilingual/bicultural education, assuring social acceptance, and/or enhancing student achievement. Thirty, or 88 percent, of the Title VII projects reviewed indicated long-range goals aimed at developing language proficiency in Spanish, and 31 projects in English. One project indicated its long-range goal aimed at developing English proficiency and transferring Spanish to English. Still another project aimed at developing language proficiency in both languages and transferring Spanish to English. One project did not have a long-range goal that related to language proficiency or transference.

Nineteen, or 56 percent, of the Title VII projects sampled had a long-range goal of establishing continuous bilingual/bicultural education in the LEA. Other projects articulated long-range goals of assuring social acceptance of the target population's language and culture, and of enhancing student achievement.

The performance objectives at each project studied were rated by the project director in terms of how they related to the achievement of goals and objectives stated in the instructional plan at Development Associates' request. Thirteen, or 38 percent, said they related "very well"; 18, or 53 percent, said 'many related, but some did not"; and three, or nine percent, said 'some related, but many do not." No project studied indicated that their performance objectives "did not relate" to instructional processes and products.

Long-range goals were not always consistent with five-year objectives and/or bilingual education plans. Many projects set goals of proficiency in both Spanish and English and establishing continuous bilingual/bicultural education. However, their bilingual education plans outline objectives and program activities that do not contribute to the long-range goals stated. For example, all projects decrease the amount of exposure to Spanish by English dominant pupils. In addition, content courses in Spanish offered to the Spanish dominant pupils are decreased drastically. In some projects the above long-range goals conflict with state legal requirements. Thus, it would appear that long-range goals articulate future expectations which have not or cannot be realized at Title VII projects.

Closely related to the above is the absence of detailed work plans or performance objectives in all but the instructional component. As a result, many Title VII projects lacked coherence. Failures to focus on upgrading the instructional staff, for example, or developing materials for learning centers, impacted negatively on achieving instructional objectives. In addition, the lack of detailed planning of each project component meant that year-to-year progress in the improvement of staff skills, increase of bilingual materials, or other elements could not be ascertained.

c. Planning Process

The process used to develop bilingual educational program plans and prepare grant proposals varied at nearly all projects. To determine the extent of parent, community, and local Title VII staff participation in program planning, randomly selected individuals from each of the above groups were asked to characterize their participation in the planning and program development process. The responses indicated that the local Title VII staff members had participated in the planning and program development process in 28 planning efforts, parents and community members in 15. One project reported no participation by any of these groups in its plan development.

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(1) Parent, Community, and Staff Participation

To determine the extent of parent, community, and local Title VII staff participation in program planning, randomly selected individuals from each of the above groups were asked to characterize their participation in the planning and designing process. The responses indicated that the local Title VII staff had participated at 33 projects, parents and community members at fifteen. One project reported no participation by any of these groups in its plan development.

Title VII staff, parents, and community representatives who indicated they contributed to the planning process were asked to characterize their participant roles in the planning process. Each group indicated their roles covered a variety of activities, though these roles varied from project to project.

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Staff roles in the planning process ranged from activities involving staff modification of curriculum plans to activities involving a designated planning team which met periodically to plan program activities which were later reviewed by the total staff. In addition to the above methods of contributing to the planning process, some project directors selected a planning team by naming a teacher from each school to a planning committee. Others conducted staff reviews of major components prior to completion of the continuation proposal. Some directors allowed their teachers autonomy in planning individual areas but consulted with them during planning of the continuation proposal. Another method of participation was to organize teachers by grade level to develop plans which were incorporated into the continuation proposal.

Parents' roles in the planning process included reviewing plans at the advisory group meetings or reacting to plans presented at PTA or other school organization programs. In addition, some parents reacted to program plans by discussing proposals with the staff on an informal, individual basis.

It was found that community representatives had the least involvement in the planning process. They participated by responding to questionnaires distributed by the staff or by making recommendations at advisory group meetings. Other input occurred through Title VII staff contact with community organizations interested in bilingual/bicultural education, and community responses to information disseminated in a project informational newsletter.

(2) Use of Evaluation Results

Twenty-eight project directors indicated that evaluation results have been used in developing program plans. The evaluation results used included teachers' assessments of pupils, program monitoring through the evaluation design, and reports submitted by the auditor.

Data Table II-G1 later in this section summarizes the objectives of evaluation as developed by the projects. Briefly, evaluation plans and objectives stated by five projects were to "provide data to revise plans." Among project staff queried as to the actual use of evaluation results in the planning process, a wide range of responses was obtained, among which were:

- Identify educational needs of pupils
- Provide information to LEA and Title VII staff

- Generate analysis of successes and failures in meeting performance objectives
- Assess effectiveness of various instructional models
- Gauge compliance with OE guidelines
- Critique initial Title VII proposal
- Assist planners in maintaining, changing, or deleting objectives
- Alter the organizational and management pattern of the project

(3) Approaches to Teaching

Project directors at the projects sampled were asked what basic approach pattern or method of teaching bilingual/bicultural education was selected. Responses of Title VII projects sampled ranged from an approach to instruction based on the dominant language of the students (i.e., dominant language approach). Other BL/BC projects used an equal time approach, while still others combined equal time with dominant language approach. Three projects combined ESL with a dominant language approach. Two of the projects used an SSL approach, while one project (three percent) used an ESL approach. Another project used a combination of approaches to instruction: equal time, dominant language, and ESL. Finally, one of the BL/BC education projects used a combination of ESL and SSL in its approach to instruction.

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Each of the 34 Title VII projects sampled described its rationale for choosing the approach pattern or method of teaching bilingual/bicultural education. Twenty-five or 73 percent of the projects, regardless of the approach pattern or method chosen, advanced a rationale that centered on meeting pupil needs by offering instruction in the pupil's dominant language in order to increase his or her educational potential. Statements in support of this rationale varied according to the ratio of Spanish to

English dominant students. Projects studied with a high ratio of Spanish dominant pupils stressed the need to meet the pupils where they were while maintaining their self-concept. On the other hand, projects sampled with a lower ratio of Spanish dominant students focused on meeting the needs of a diverse population by exposing pupils to the language and culture of the target population and the dominant English population.

Two of the projects studied varied from the above patterns. For example, one project indicated it selected its approach to bilingual/bicultural education to correspond with teacher strengths. Another project stated that curriculum guidelines previously established by the school board determined the approach chosen.

(4) Project Component Planning

Detailed plans for the four major bilingual components (instruction, materials acquisition and development, staff recruitment and development, and parent/community involvement) were examined at each of the Title VII projects sampled. All but one of the 34 projects sampled had detailed plans for the instructional component. Fourteen (or 41 percent) of the projects sampled had detailed plans for all of the four major components. Fifteen (44 percent) of the projects had detailed plans for materials acquisition and development, while 17 (50 percent) had detailed plans for staff recruitment and development. Fourteen projects (41 percent) had detailed plans for parent and community involvement. One project was not included due to lack of information in the above analysis.

(5) Plan Revisions

The planning process at Title VII programs included provisions for the revision of plans to improve performance. Thirty (88 percent) of the BL/BC projects visited periodically reviewed and revised plans to meet changing needs. Four (12 percent) of the Title VII projects indicated periodic reviews did not occur. Evidence of revision in plans varied from project to project. The following list covers some of the changes that occurred at BL/BC projects studied when periodic review occurred:

- Development of pre-service and in-service programs
- Increased dissemination activities
- Modification of test instruments
- Replacement of selected materials
- Curriculum changes to adjust to class composition
- Increase in language and cultural instruction
- Alteration of staffing patterns
- Addition of a community liaison worker
- Establishment of a resource center
- Alteration of teaching strategies

d. Plan Implementation

(1) Staff Awareness of Plans

Interviews with Title VII staff at the 34 projects sampled revealed that each staff was aware of program plans. Awareness of program plans was tabulated to indicate "considerable awareness, limited awareness, and no awareness." 'Considerable awareness" was evidenced at 25 (73 percent) of the projects sampled; "Limited awareness" was evidenced at six (17 percent) of the projects sampled; and "none" was evidenced at three (nine percent) of the projects.

(2) Evidence of Plans in Classrooms

Evidences of the implementation of program plans was reviewed at each of the Title VII projects sampled by the study team. Program plans were categorized as "much in evidence, some evidence, and not evident." Program plans were 'much in evidence"at 23 of the projects; 10 projects studied exhibited 'some evidence." Evidence for the parallel between program plans and classroom activities included the following:

- Lesson plans
- Materials
- Language usage
- Time allotted to each language
- Instructional models

Similar information revealed the discrepancy between program plans and program implementation. These discrepancies included the following items at one or more of the Title VII projects studied:

- Program shifted from K-3 grades to another lavel such as 3-6.
- Usage of English language exceeded planned time allotted in a disproportionate manner.
- Materials were not available for content instruction in the non-dominant language.

4. Findings

a. Needs Assessment

The assessment of needs for Title VII projects was usually completed by LEA, staff though some projects studied used prospective Title VII staff, consultants, and community organizations in some phases of the assessment. Often, persons completing the assessment of needs were following Title VII guideline suggestions in a perfunctory manner by using previously completed reports and surveys as documentation. Some of these previously completed efforts documented general needs of the total community and of the local school without focusing on the target pupils actually involved in the program or proposed program.

Though information gathered to document educational deficiencies and socio-economic characteristics of the target population provided some baseline data at the projects studied, documentation of linguistic competence vital for designing an effective program was not collected . In addition most projects did not have standard or uniform approaches to assessing language dominance. Most BL/BC projects studied did not assess language competence. On the other hand, a few BL/BC projects developed tests for determining language competence that were effective in assessing the pupil's degree of ability in English and Spanish.

Incomplete investigations of language dominance and competence had adverse impacts on various program components. For example, materials ordered at some projects did not meet the needs of English dominant pupils classified as Spanish dominant because of a Spanish surname. In addition, most Title VII projects studied completed an assessment of needs for a preliminary or initial proposal. Once completed, information was not updated to incorporate new statistical patterns or results of language tests administered to pupils.

b. Bilingual Education Plans

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Bilingual education plans at the projects sampled were developed by LEA staff members working with Title VII project staff, parent/community representatives, and/or consultants. LEA staff was involved at 97 percent of the projects sampled; Title VII staff at 82 percent; consultants at 41 percent; and parent/community representatives at 44 percent.

Persons involved in developing bilingual education plans relied heavily on the assessment of needs and studies of other operational programs. Community suggestions were acknowledged as sources at some of the projects. In addition, planners also relied on visits to Title VII special projects, assistance from state educational agencies (SEA), and cooperation from educational resources at local colleges or resource centers.

Program plans developed, however, did not always interface with the findings of the assessment of needs and/or the needs of the pupils who ultimately enrolled in the program. As indicated in the Instruction section of this report, a comparison of the approaches to bilingual education teaching with the language dominance of pupils does not reveal any particular correlation. While some projects with high percentages of Spanish dominant pupils began with instruction in the dominant language and later moved to equal time approaches, other projects began with equal time instruction and increased the percentage of English.

Long-range goals were apparently inconsistent with five-year objectives; likewise, continuity between short-term objectives (one-year objectives) and five-year objectives or long-range goals was not closely maintained.

Detailed work plans related to performance objectives were not consistently present among BL/BC education projects except in the instructional component. Thus, there was discontinuity among the different project components.

c. Planning Process

The project director or the LEA program developer dominated the Title VII planning process. Flow diagrams of the planning process indicate five basic patterns involving various personnel and activities were used by projects sampled. However, minimal input from Title VII staff, LEA staff, the evaluator and /or auditor, and the advisory group resulted in the project director or the LEA program developer carrying out most of the planning activities. Project directors or LEA program developers dominated the process for a variety of reasons. At BL/BC projects in small LEAs with limited or inexperienced staff, they were often the only persons knowledgeable about bilingual education. On the other hand, active participation by Title VII staff proved difficult at some large projects in metropolitan areas because of the dispersed locations of project schools.

Similar problems resulted in minimal input from parent or community representatives. Parent and community reluctance to participate in school planning activities was further reinforced by some school districts which felt parents or community representatives were unqualified to participate in planning. In such districts few efforts were made to increase their participation. Other districts had not informed parent or community representatives how they could participate, but merely held an advisory group meeting where the completed Title VII proposal was summarized.

d. Plan Implementation

The plans developed during the planning process and incorporated into the proposal guided staff in the planning of curriculum, the selection of materials, and organization of other elements essential for implementing a bilingual/bicultural program.

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The plan also resulted in the hiring of personnel with skills useful to bilingual programs, particularly instructional aides from the target population (see the Staff Recruitment and Development section of this report for more detail). The study team's review of Title VII planning revealed that often districts had accelerated their hiring of Spanish-speaking teachers required for bilingual activities. However, a review of planning documents usually did not show inventories of the special skills possessed by the Title VII teachers.

5. Conclusions

- While generalized assessments of need were carried out by projects, these assessments did not provide program planners with totally relevant and up-to-date information necessary for the projects' program planners to design a program that meets the target population's educational needs. Particularly lacking were data documenting linguistic competence.

  The lack of data collection in the linguistics and overall educational areas upon which bilingual programs may be designed may be attributable to any of several factors:

  - Inadequate data collection instruments to pinpoint linguistic competence;

  - Inadequate use and/or analysis of data collection instruments and data collected in them;

  - Lack of trained personnel to collect appropriate data in the areas of linguistics and educational deficiencies;

- Lack of adequate time and manpower to collect, analyze, and use data on language and educational deficiencies;

- Incomplete information on the data requirements of a needs assessment stemming from inadequate Title VII guidelines in this area (or an inadequate understanding of those guidelines).

- The lack of interfacing between the needs assessment carried out by projects and their approaches to teaching bilingual education may be attributable to other factors as well. The availability of trained teachers, school board policy, or perhaps LEA attitudes towards bilingual education also appear to influence the choice of approaches.

- The lack of continuity between the long-range goals and objectives of the projects, and short-term or one-year objectives may be explained by the degree of emphasis placed on the instructional component objectives of the projects. As was noted, 33 projects had performance objectives for instructional processes and products. For other component areas, short-term objectives were not as detailed.

  While the importance of process and product objectives for the instructional component should not be underemphasized, it is also important to note that long-range goals and objectives enunciated by those projects having them had a much wider scope than just language or educational achievement or ability. Thus, for example, long-range goals and objectives, and short-term objectives for instruction must go hand-in-glove with staff recruitment and development, management and administration, etc. This did not always occur among the projects in the study.

- The planning process seemed to function best at Title VII projects where the project director or LEA program developer met formally or informally with designated Title VII staff or other groups to discuss program plans. Such planning meetings held throughout the year enable staff and others to participate in planning and to feel it was a program they had designed. Most of the proposals that evolved from the planning process described above reflect detailed reexamination of bilingual educational issues and problems. Detailed work plans, analysis of project problems, and other products in the above projects were evidence of the intensive efforts by staff and others to produce an exemplary project.

G. Evaluation

1. Introduction

Initially, the Title VII guidelines required that all BL/BC education projects evaluate progress in the instruction, staff recruitment and development, materials acquisition and development, and parent/community involvement components. These components were considered to interact with and have an impact on improved student performance. In early 1972, the U.S. Office of Education reduced the evaluation requirement to measurement and testing of activities in the instructional component only. In effect, this meant that BL/BC education projects would have to select and administer pre- and post-instruction testing instruments to measure pupil progress in language and content areas. These areas at most projects included both first and second languages, reading, arithmetic, science, and social science curricula. In some projects, gains in the affective domain were also measured. Tests for the measurement of gains in content areas were administered in both the dominant language and the second language, as appropriate.

2. Overview

Information and data for the evaluation component of each project visited were gathered by interviewing project directors, evaluators, auditors, project teachers, and other staff members. Reports from evaluators, auditors and from project files were used to substantiate these data.

Generally, it was found that evaluation plans were designed to make evaluation an integral part of each project. An analysis of these plans identified the objectives of the planned evaluation effort. In addition, outlines of the overall approach which the evaluation effort was to follow and the behaviors specified to be measured were included in the plans. Instruments were identified for measuring baseline and progress data. Data analysis techniques to be used, together with reports to be developed, were also defined.

The main purpose of evaluation efforts in each project appeared to be to collect and analyze data which would aid in measuring the project's impact on the students' achievement levels in the areas of oral language proficiency, reading, and arithmetic.

Most projects studied appeared to be experimenting witn different evaluation instruments. However, many were confronted with acute and critical problems in gathering valid data for measuring progress towards achieving their instructional objectives. Evaluation results were used in planning, management and operation activities of Title VII projects.

3. Narrative and Discussion

The data and information collected for the evaluation component, as described in this section, are presented in the following categories:

- Evaluation objectives
- Evaluation designs
- Evaluation processes
- Evaluation instruments
- Use of evaluation reports
- Independent educational achievement audit

Because the data generated by visits to BL/BC education projects varied from project to project, presenting the data by category facilitates an understanding of how projects differ.

a. Evaluation Objectives

All but one of the 34 Title VII projects sampled included an evaluation plan in its project continuation grant proposal; however, only 32 had evaluation designs as the framework for the plans. Six evaluation objectives appeared most frequently in those plans. Table II-G1 summarizes the evaluation objectives addressed by Title VII projects. (Some projects had more than one of the listed objectives.) It indicates that 23, or 68 percent, of the projects' evaluation designs listed the measurement of program improvement as an evaluation objective; 21, or 62 percent, of the projects used evaluation data to improve instruction. Twenty-one, or 62%, of the projects addressed the assessment of progress towards meeting objectives in the evaluation design.

TABLE II-G1

EVALUATION OBJECTIVES ADDRESSED BY TITLE VII PROJECTS

Objectives	Number of Projects
Measure Program Improvement	23
Improve instruction	21
Assess progress toward meeting project objectives	21
Improve project operations	11
Obtain baseline data	9
Provide data to revise plans	7

Eleven, or 32 percent, of the projects listed the improvement of project operations as an evaluation objective, while nine, or 26 percent, used evaluation to collect baseline data. Seven, or 21 percent, used the evaluation design to provide data to revise project plans.

Thirty-three projects visited attempted to carry out the objecjectives of their evaluation plans. Several basic problems, however, delayed or hampered the carrying out of evaluation objectives. For example, the necessity of translating some tests into Spanish, the development of new instruments appropriate for the target population, and the absence of clearly defined evaluation goals prevented projects from carrying out their objectives.

In addition, few projects collected useful baseline data related to bilingual education. Though most projects assessed the language dominance of pupils, the language competence in both English and Spanish was not measured in most projects.

b. Evaluation Designs and Plans

There was a wide variety of evaluation designs developed and used by 32 of the 34 BL/BC education projects visited. Two projects in the study did not have evaluation designs at the time of the field visit (one of these had submitted the design in the next year's proposal). Thirteen projects described their evaluation designs as experimental, although one of these projects had no control groups to determine the effect of treatment. By far the most widely used evaluation design approach was pre-post testing of students, with 31 projects using this approach. (It should be noted that all projects describing their evaluation design as experimental also included the pre and post testing of students in their evaluation approach.)

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Only four projects used an evaluation design incorporating the objectives-based evaluation (OBE) approach; seven projects had as the key element in their evaluation design criterion-referenced testing. Other evaluation designs employed by projects included classroom observation, comparison grouping, parental surveys, and teacher interviews.

Two of the projects using the pre-post test design focused solely on simple measurement of gains, while three projects in the same group approached their evaluation designs from the standpoint of non-parametric analysis.

The evaluation plan for each BL/BC education project studied was reviewed, and was found to generally include a description of the following:

- Procedures and timing for measuring performance towards project objectives
- Instruments to be utilized
- Data collection procedures
- Data analysis techniques
- Reporting format

Some evaluation plans were found to be more elaborate than others, depending on the expertise of the evaluator and the availability of funds. Twenty-nine, or 91 percent, of the BL/BC education projects having evaluation designs focused their evaluation efforts on the measurement of student behaviors, and 30 projects also focused on instructional processes. Further, it was found that

25, or 74 percent, of the projects had designed their evaluations to include the measurement of product objectives.

In most cases evaluation plans were found to specify the statistical tests to be applied and the types of comparisons and correlations to be drawn.

The evaluation designs developed by the projects were found to be lacking an adequate explanation of the expected effects of the project upon different groupings (or classes) of children at the same grade level. The designs also were inadequate in explaining the assumptions for the equivalences in educational attainment and aptitude among the groups (both control and treatment). Finally, the evaluation designs did not adequately account for external factors or variables which might affect program results (such as the quality of teachers in either the control or treatment groups).

c. Evaluation Processes

Most evaluation plans studied included a complete evaluation schedule and an identification of the target populations to be examined. It was also found that data collection and test administration was carried out by evaluators, project directors, teachers, and instructional aides. Twenty-five, or 74 percent, of the projects used evaluators, either internal or external, to conduct their evaluation. Two projects reported that because of the absence of an evaluator, the project directors and teachers performed the evaluation. One project reported that an evaluation had not been conducted.

d. Evaluation Instruments

Instruments used in evaluation by the BL/BC education projects varied. They ranged from locally developed instruments to standard tests used nationwide. The Metropolitan and the Peabody are the tests most frequently used by the projects in the study. Projects reviewed in California used the California Achievement Tests.

Most projects were found to be searching for tests that are more reliable and valid for assessing non-English dominant pupils or modifying education designs to eliminate tests that provide minimal data. Instruments most needed as indicated by the projects are those to measure progress in the affective domain.

A wide range of objectives is being tested by various instruments at each project. These instruments have varied at some projects as evaluation results indicated the need for revision of the initial design.

e. Use of Evaluation Reports

Most evaluation reports reviewed by study team members included, but were not limited to, the following information:

- Types of tests used
- Test procedures used
- Analysis of data
- Conclusions and recommendations

The DA study team found that 28 projects reported using evaluation results to one degree or another, as will be explained later in this section. It should be noted that in at least half of the projects, assessment of the use of education results was not easily accomplished by the evaluation team due to lack of highly specific documentation by the projects. It should be further pointed out that five of the projects where there was no evidence found as to the use of evaluation were in their first year of operation, and thus had not had a chance to use their evaluations in program operations.

Data Table II-G2 on the next page shows the total number of projects using evaluation results, the total number of programmatic areas in which they are using the results, and the specific areas in which they are using their evaluations.

The reader is again cautioned that many projects showed evidence of the results (although assessment of this factor was difficult for the DA study teams, and of necessity subjective) in more than one of the areas, as shown in Data Table II-G2. Three projects had evidence of use

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DATA TABLE II-G2

USE OF PROJECT EDUCATION RESULTS

Project Code	Evidence of Evaluation Use	Total Areas of Use	AREAS OF USE								
			Planning			Management			Operations		
			Proposals	Staff Training	Rewriting of Objectives	Teacher Training	Project Time Line	Other	Change in Instruction Methods	Improvements in Materials	Other
X1D1	X	7	X	X	X	X	X		X	X	
X0C2	X	4		X		X			X	X	
X2D3											
X2D4	X	7	X	X	X	X	X		X	X	
X2D5	X	4				X	X		X	X	
X2B6	X	5	X	X	X			X			X
X1D7											
X0D8	X	1			X						
X0D9	X	3			X	X			X		
X0D10	X	3		X		X	X				
X0C11	X	2		X		X					
X0C12	X	3	X					X			X
X1D13											
X2B14	X	5	X	X			X		X	X	
X0A15											
X3C16	X	4				X		X	X	X	
X3C18	X	1	X								
X3B19	X	3	X						X	X	
X1C20		2			X			X			
X0C21	X	7	X	X	X			X	X	X	X
X2A22	X	6	X	X		X	X		X	X	
X1D23	X	4	X	X		X	X				
X1C24	X	3				X			X		X
Y0A25	X	5	X	X				X	X	X	
Y1B26	X	3	X	X		X					
Y1A27											
Y0A28	X	6	X	X				X	X	X	X
Y1C29	X	5	X	X		X			X	X	
Y1C30											
Z1D31	X	5		X				X	X	X	X
Z1C32	X	3	X						X	X	
Z1D33		5	X	X	X	X			X		
Z0D34	X	3	X					X	X		
Z2B35	X	2				X			X		
TOTAL	26	111	17	16	8	15	7	9	19	14	6

in seven areas, while two projects used their evaluations in six areas. At the lower end of the scale, Data Table II-G2 shows that two projects used their evaluation results in only one programmatic area.

Finally, Data Table II-G2 also shows the most significant areas where projects used their evaluation results. Among those where evaluation was most frequently used were proposal development (17 projects), changes in instructional methods (19 projects), and staff training (15 projects).

Most projects indicated that when the evaluator was able to meet regularly with the project director, staff, and teachers to provide immediate feedback, the results of the evaluation had a positive impact on project operations.

f. Independent Educational Achievement Audit

Provisions for an independent educational achievement audit were evident in 33, or 97 percent, of the projects studied. One project stated that it did not contract with an auditor. Typically, an audit consisted of at least three on-site visits to the project school, which resulted in a pre-audit report, an interim audit report, and a final audit report. Activities carried out by auditors included review of evaluation plans, observations of classrooms, and interviews with Title VII staff. The audit also included an inspection of evaluation instruments, a review of data collection activities, and a report of findings to the project director. Reports usually consisted of a general statement dealing with the overall evaluation reports by components, and recommendations to the project director for consideration.

4. Findings

In the previous section a description of the data collected was presented. In this section, significant findings on the evaluation component of each BL/BC education project studied are discussed.

a. Evaluation Objectives

It was found that all but one of the 34 BL/BC education projects studied had an evaluation plan, but only 32 described an evaluation design framework. Some were more elaborate than others. Nine plans provided for the collection of baseline data, and seven plans were designed to provide data for planning and project revisions. Finally, 33 of the 34 projects attempted to carry out the objectives of its evaluation plan.

b. Evaluation Designs

Twenty-nine of the projects designed their evaluation efforts to measure student behaviors and instructional processes. Twenty-five of the projects included in their designs a measure of product objectives.

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c. Evaluation Processes

Twenty-five of the projects studied stated that an evaluator conducted the evaluation. One project did not conduct an evaluation because they had no evaluator. In many cases the projects indicated that their teachers and teacher assistants administered tests and collected data for evaluation purposes.

d. Evaluation Instruments

Evaluation instruments used by the projects varied. Most projects are searching for tests that are more reliable and valid for assessing non-English dominant pupils, and those for effectively measuring gains in pupils' affective domain.

e. Evaluation Reports

A total of 28 projects showed evidence that they used evaluation reports in one or more of the following areas:

- Planning
- Management
- Operations

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f. Accountability Audits

Provisions for an independent educational achievement auditor were evident in 33 of the projects studied. One project did not have an audit. Most projects have an audit two or three times a year.

5. Conclusions

The following are conclusions and recommendations based on the data collected and reported on evaluation.

- All but one of the BL/BC education projects studied have an evaluation plan for the instructional component; however, some projects are experiencing difficulty with the validity and reliability of instruments for assessing non-English dominant pupils.

- Instruments to measure gains in the affective domain need to be developed.

- The evaluation objectives addressed by the projects include: the measurement of pupil progress; the improvement of instruction; the assessment of progress toward meeting project objectives; the improvement of project operations; the collection of baseline data; and the provision of data to revise project plans.

- All projects were attempting to carry out their evaluation objectives.

- When the evaluator was able to meet regularly with the project staff to provide immediate feedback, the results of the evaluation had a positive impact on project operations.

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H. Management and Administration

1. Background

This section discusses the information and data acquired relative to the organizational structure, policies, and management procedures of the Title VII projects sampled. It attempts to assess how Title VII projects followed good management principles, developed a rationale for their enunciated policies, and adhered to U.S. Office of Education management guidelines. The data acquired are organized into four subsections:

- Organization
- Management
- Personnel
- Reporting

The data were gathered using several techniques, i.e., interviews and conversations with project directors, teachers, LEA representatives, local Title VII project staff members, and parents from the local community. In addition, information was culled from proposals to the U.S. Office of Education, project records and files, and evaluative and other reports submitted by various agencies for the project.

2. Overview

The data generally revealed that effective project management depended, to a large degree, on the director's expertise in management skills, educational techniques and public relations. These, coupled with bilingual/bicultural involvement and the ability to maintain cordial relationships with the school system, the staff, the advisory groups, and parents proved to be the "BL/BC educator's edge" in many projects. Generally, most projects sampled were organized as an integral part of the school system or in such a manner as to facilitate integration into the system. In addition, most of the projects wrote job descriptions that defined roles, responsibilities, specified reporting procedures, and defined job qualifications in conformity with the school systems' policies, regulations, and procedures.

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Management procedures varied extensively from project to project. Methods of communicating, within the projects and between the projects and the school systems, varied also. Regardless of these different operating procedures, however, most projects appeared to be adequately managed and relationships were sufficiently defined so as to assure proper communication of plans, policies, operating problems and problem-solving actions.

Directors for Title VII projects are generally selected by the LEA staff. In selecting directors, bilingual/bicultural experience and familiarity with the community and the school system appeared to be of prime importance. Only in a few projects were qualifications for the bilingual education project staff different from those for other school system employees.

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Projects were found to be in compliance with reporting requirements as defined by U.S. Office of Education guidelines. Though reports were primarily designed to be used as management and planning tools and as measures of project efficiency, they were not always being used for these purposes at the local level. Sources for these reports were generally principals, evaluators, directors and teachers.

3. Narrative and Discussion

a. Organization

Project organization charts were examined to determine each project's status and position within each school system. Most projects appeared to have been organized to fit easily into the existing organizational patterns of their respective school systems. Twenty-nine, or 85 percent, of the projects studied, were functioning smoothly within the total school organization, while five projects, or 15 percent, operated with a minimum of support from their school districts. Project plans generally included descriptions of positions, definitions of roles, assignment of responsibilities, and authority for decision-making. Twenty-eight, or 82 percent of the projects, had defined responsibilities and functions of staff members with some degree of precision so as to facilitate their absorption into the regular school system. In those few projects where clear job descriptions did not exist, staff members had problems in carrying out their duties.

Organization charts were also reviewed at each project to determine whether the projects were operating in the manner described in the chart. It was found that all but five, or 85 percent, of the Title VII projects studied were operating as indicated.

Job descriptions for each position were reviewed by the study team at the projects sampled. Twenty-six, or 76 percent, of the Title VII projects had job descriptions which defined the role of the prospective staff members; 28, or 82 percent, defined responsibility and authority; 23, or 68 percent, specified reporting requirements; and 25, or 74 percent, defined job qualifications.

b. Management

Twenty-two, or 65 percent, of the Title VII projects formally spelled out detailed management procedures. In analyzing project management, it was found that management varied extensively from project to project with respect to project directors' responsibilities, procedures, work plans, communication networks and monitoring systems. For example, 23, or 68 percent, of the project directors have supervisory responsibilities; and 20, or 59 percent, had management responsibilities.

In line with this, the project staff members were asked whether the authority delegated to them was sufficient for them to carry out their responsibilities. Twenty-seven, or 79 percent, of project directors, the staffs in 30, or 88 percent, of the projects, and the teachers in 32, or 94 percent, of the projects said they had sufficient authority to carry out their responsibilities.

The Title VII education projects were reviewed to determine whether they had developed timelines and written work plans for completing project activities. The data showed that 28, or 82 percent, of Title VII projects developed timelines which met U.S. Office of Education criteria; six, or 18 percent, of the projects did not. It was also found that two of the projects which had developed proper timelines were not using them. In the case of work plans, 23, or 68 percent, of the projects stated that they followed and used a written work plan.

c. Personnel

For the most part, personnel were assigned from local school systems to fill special positions in the project. In general, the only personnel funded by Title VII funds were project directors, teacher aides, consultants and specialists. Teachers were paid by the local education agencies.

The local educational agency was involved in the selection of the project director in each of the Title VII projects sampled. In 14, or 41 percent, of the projects, other groups or individuals were involved in the selection process along with the LEA. These others included project site principals, Title II and non-Title VII teachers and aides, Board of Education members, parents and community members.

In selecting the project director, several criteria were used: academic and administrative background, teaching experience, experience with BL/BC programs, language competency and familiarity with the community. Bilingual education and experience was given highest priority by 26, or 76 percent of the projects. In all but four cases, qualifications for project personnel did not differ from that of other school system employees. Six of the projects had the additional requirement that staff on the project be bilingual. In one additional case, personnel in the BL/BC project were not eligible for tenure under state law. All of the projects sampled indicated that they were following Federal Equal Employment Opportunity guidelines. However, there did not appear to be consistent hiring practices or uniform means of notifying parents of target pupils of job openings.

d. Reporting

Most Title VII projects prepared reports as required by local, state and Federal agencies. Available data revealed that the following reports were completed by the number of projects indicated:

- 33 projects completed student achievement reports;
- 34 projects completed attendance reports;

- 24 projects completed observation reports on classroom personnel;
- 28 projects completed descriptive or evaluation reports on in-service activities;
- 31 projects completed evaluation reports;
- 25 projects completed reports on curriculum and/or materials development activities;
- 32 projects completed financial and/or expenditure reports; and
- 32 projects completed audit reports.

The available data also revealed that reports were used mainly in program planning and in measuring program effectiveness. In addition, the reports were used as a measure of compliance with educational directives and as a measure of staff efficiency.

Sources of information from which reports were developed included observations by principals, evaluators, project directors and teachers. Also used were test data, auditor's appraisals, school attendance data and budget summaries.

4. Findings

a. Organization

(1) Most Title VII projects sampled were organized to function within the existing school structure.

(2) Title VII projects sampled had organizational charts that showed the status of the project within the regular school system and the relationship of project staff to the existing lines of authority.

b. Management

(1) Twenty-two, or 65 percent, of the Title VII projects had written detailed management procedures.

(2) Management training and experience of Title VII project directors ranged from little or no training and minimal experience to formal training and extensive supervisory experience.

(3) Timelines and work plans for completing project activities had been developed by most projects.

(4) Most Title VII staff indicated they had sufficient authority to carry out their responsibilities.

c. Personnel

(1) The local education agencies were involved in the selection of the project directors.

(2) All Title VII projects sampled complied with equal employment opportunity guidelines.

d. Reporting.

Most Title VII projects sampled completed the required local, state and Federal reports.

5. Conclusions

- Title VII project directors and other personnel in management positions need training in management principles and practices (see Recruitment and Staff Development Section).

- Project management varied extensively from project to project with respect to the project director's responsibilities, procedures, work plans, communication networks and monitoring systems.

- Most projects fit easily into the organizational patterns at their respective school systems.

III. TABULATION AND ANALYSIS OF STUDY PROJECT DATA

The previous sections of this report addressed a major emphasis of the Bilingual Education Program Study, i.e., to collect data for and describe operations of selected Spanish BL/BC education projects. Three additional study goals were to:

- Compare apparent project successfulness with adherence to guidelines and relate adherence to guidelines to apparent project success.
- Determine the extent to which BL/BC education projects adhere to U.S. Office of Education announced guidelines.
- Identify apparent successful projects and derive a set of successful project attributes.

This section of the report addresses these additional goals through analysis of the data gathered, its synthesis, and the making of judgments based thereon.

The massive amount of data that were collected and the fact that the study did not address the collection of hard output impact data, necessitated the use of a variety of objective and subjective analytic techniques in attempting to achieve the three goals cited above. The techniques used and their purposes were:

- Rating and Scoring of Guideline Adherence: This required that each data collection team score each project (on a scale of 1, poor adherence, to 5, total adherence) and rate their degree of adherence to guidelines. With this technique it was possible to compare the varying degrees of guideline adherence for each project in all functional areas.
- Rating and Scoring of Project Success: This required each data collection team leader to rate each project and its components* (on a 1, not successful, to 5, very successful, scale) in relation to their apparent successfulness based on non-guideline adherence criteria. With this technique it was possible to compare the varying degrees of success of each project in each functional area.
- Hypothesis Analysis: This technique was added to the analysis plan in order to provide greater depth. It involved the independent postulation of hypotheses based on key factors considered critical to project success, the testing of these hypotheses, and the computation of correlation factors between the hypothesized factors, project success and guideline adherence. This was designed to provide additional data on the key guideline and success factors identified.

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*Seven of the eight components in this study were used: Instruction, Materials Acquisition and Development, Staff Recruitment and Development, Parent and Community Involvement, Planning, Evaluation, and Management and Administration. The Background component was inappropriate for rating purposes.

Each of the above techniques was used in an attempt to better pinpoint factors impacting on project success. Standard statistical techniques were used whenever possible. The specific methodology used in accomplishing the tasks necessary to achieve these goals, and the results obtained, are discussed in this section of the report. The section is organized as follows:

Paragraph A: Analysis of Guideline Adherence versus Success Relationships, and Related Conclusions.

Paragraph B: Postulation and Analyses of Success Factor Hypotheses, and Related Conclusions.

Paragraph C: Other Conclusions.

A. Analysis and Review of Study Project Data

1. The Scoring System: Its Purpose

a. Guideline Adherence Ratings

A key objective of the study was to determine the extent to which BL/BC education projects adhere to U.S. Office of Education guidelines, regulations and suggestions, and to relate this adherence to apparent project successfulness. The attainment of this goal would allow the U.S. Office of Education to determine the extent to which the Title VII program is operating as intended, and provide that office with an indication of the quality of their established guidelines. That is, those guidelines which might be found to relate strongly to apparent project success could be rationally retained and strengthened, while those which appeared not to be related to success could be altered or discontinued, as deemed necessary.

To facilitate the gathering of data, the analysis of these data and the assignment of guidelines adherence scores, "The Handbook for the Spanish BL/BC Education Study Project" was organized in modular sections titled "Components." These components were further organized into modular subparagraphs titled "Key Elements." Figure III-A1 shows all components and their related key elements.

Spanish Bilingual-Bicultural Education Study Project

- Components and Key Elements -

Component I: Background Data

Key Elements: A: Student Data

B: Staff Data

C: Community Data

II: Instruction
  A: Language of Instruction
  B: Instructional Models
  C: Instructional Program
  D: Attitudinal and Affective Areas of Instruction
  E: Instructional Process

III: Materials Acquisition & Development
  A: Acquisition/Development of Materials
  B: Content and Availability of Materials
  C: Use of Materials

IV: Staff Recruitment & Development
  A: Recruitment
  B: Orientation
  C: Training
  D: Staff Development

V: Parent & Community Involvement
  A: Advisory Groups
  B: Parent Involvement
  C: Community Involvement

VI: Planning
  A: Needs Assessment
  B: Bilingual Education Plans
  C: Planning Process
  D: Plan Implementation

VII: Evaluation
  A: Evaluation Plans
  B: Evaluation Process
  C: Accountability

VIII: Management & Administration
  A: Organization
  B: Management
  C: Personnel
  D: Reporting

Note:

1. All key elements received a Profile Analysis score.

2. The sum of the Profile Analysis scores for each key element in a component, divided by the number of key elements, became the component's mean score.

(1) Guideline Adherence Scoring

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The scoring system used served to identify those projects which exceeded, met, or did not live up to specified guideline or guideline adherence criteria across a wide range of functional areas. In general, it is designed to sub - divide a system, project, or program into its components or elements, and then to evaluate these components or elements individually by rating them against various criteria. The component or element ratings are then combined to yield an overall rating for the total system. Since performance in each element or component is rated on the same scale, the scores serve as highly visible and usable indicators of problems, needs, strengths, and emphases. Similarly, since the combination of element or component scores into overall project scores is calculated in the same manner for all projects, these project scores can be used to compare projects in terms of guideline adherence, strengths, success, problems, etc., depending on the criteria used. The specific methodology used in the evaluation study to identify those BL/BC education projects which adhere most to guidelines is discussed below, specifically.

(2) Assignment of Rating Score

Data collection teams with experience and expertise in bilingual education visited the selected sample projects in order to collect input and process data as required by the study project handbook. On the last day of their visit, the team leader was required to weigh the data collected against the Office of Education enunciated guidelines and evaluate the extent to which each project met, or did not meet, the guidelines related to each individual key element. This was accomplished as follows:

- At the conclusion of each site visit and their related interviews, the data collection team met to weigh the input and process data collected.

- The team leader was then required, after considering the views and opinions of the other team members, to assign a score to each key element in accordance with the following rating scale. (The score defined the extent to which the project rated exceeded, met, or did not meet stated USOE guidelines.)

  1: Meets few of the specified standards (guidelines).

  2: Meets part of the specified standards (guidelines).

  3: Meets standards and requirements (guidelines) as prescribed.

  4: Exceeds in most ways the specified standards (guidelines).

  5: Exceeds in every respect the specified standards (guidelines).

  Once all key elements were rated, a total of the key element scores for each component was calculated, and the mean of the sum of the key elements' scores computed. This became the component score for that particular component. Thus, all components, and all key elements within components, were assigned a "Guideline Adherence" score.

b. Project Success Ratings

As previously stated, a further objective of the BL/BC education project process evaluation study was to identify those projects which were judged to be most successful, and to compile a list of successful project attributes. A list of successful project attributes would also allow the U.S. Office of Education to encourage newly funded projects to adopt all or some of the practices of successful projects. The scoring technique, previously described, was also used to rate "project success."

Similar to the assignment of Guideline Adherence Scores, team leaders, based on their individual judgment of each project and the quality of its operation but without regard as to whether or not it was in compliance with Title VII guidelines, evaluated the performance of each project and assigned a rating indicative of the apparent successfulness of the project rated.

The rating was based on the best answers available for a predetermined set of questions. These questions, called "Criteria for Evaluation of Project Success" (see Figure III-A2) were divided into the seven evaluation components studied. (The set of questions under each component may be thought of as the key elements of that component.) In any case, the team leader weighed the data collected in the various components and assigned a rating to each component. The ratings assigned were based on the following scale:

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1: Meets none of the specified "project success" criteria.

2: Meets few of the specified "project success" criteria.

3: Meets most of the specified "project success" criteria.

4: Exceeds most of the specified "project success" criteria.

5: Exceeds in every respect the specified "project success" criteria.

Rating each component was the responsibility of the team leader who assigned this rating after considering the opinions of the other evaluation team members.

c. General Interpretation of "Project Success" and "Guideline Adherence" Ratings

As stated in paragraph A above, the scoring technique was used to identify, across a wide range of functional areas, apparent project success and guideline adherence. Since performance in each component area, for each project, was scored on the same scale (1-5), the scores become useful indicators in identifying problems, needs, strengths, and points of emphasis which should be analyzed and/or considered in depth. Similarly, since each

FIGURE III-A2

"CRITERIA FOR EVALUATION OF PROJECT SUCCESS"

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Instruction

A. Does the project generate baseline data on students?
B. Is baseline data used in a systematic manner to aid in student placement within the project?
C. Is there evidence of use of instructional models by teachers?
D. Are the evvects of vertical continuity of instruction visible?
E. Is there an emphasis on the teaching of the bicultural experience?
F. Do the students appear to enjoy their teaching environment, i.e., classroom, school, playground?
G. Do the students appear to be learning (measured by progress--can be evaluated by listening to reading drills, by conversation, by looking at written materials of student)?
H. Do the instructors appear knowledgeable in methods of BL/BC instruction?
I. Do students appear to have rapport with the instructors?

Materials Acquisition and Development

A. Is an adequate effort being made to develop/acquire materials?
B. Are materials suitable for grade/age level?
C. Are materials appropriate and conducive to BL/BC education?
D. Are materials available for general (student/parent/community) use?
E. Do students/parents/community use program materials?
F. Are parents/community involved in materials development?

Staff Recruitment and Development

A. Is there a systematic recruitment process?
B. Are allowances made (formally or informally) in hiring procedures for target population?
C. Are there any procedures (formally or informally) to qualify the target population for employment in the program?

Planning

A. Is there a systematic process of planning?
B. Are project participants involved in planning?
C. Does the project do its own planning or is it done at the district level?
D. Are parents/community inputs solicited in planning?

Evaluation

A. Is there a systematic process of program evaluation?
B. Is there a concern for program evaluation?
C. Does the project understand the need for evaluation?
D. Does the project place any value on evaluation processes?
E. Does the project feel a need for an IEAA?
F. Is there any value to an IEAA to the project?

Management/Administration

A. Does the project maintain an amiable relationship with the school system?
B. Does the project director maintain an amiable relationship with the school system?
C. Does the project director maintain an amiable relationship with his staff? With the advisory board? With parents/community?
D. Is there a staff orientation? Is it designed to generate staff awareness? Do staff input into this orientation?
E. Is there a systematic effort at staff training?
F. Are staff encouraged to attend college/university classes/workshops? What is the nature of encouragement?
G. Are volunteer aides solicited from the target population?
H. Do staff members come from the target area? From the target population?

Parent/Community Involvement

A. Does an advisory board exist?
B. Are parents/community represented on the advisory board?
C. Is the advisory board functional, i.e., planning, implementation, informed?
D. Are parents/community involved in the project outside of participation in advisory board?
E. Is the community aware of the existence of a BL/BC project?
F. Do parents approve of BL/BC education?
G. Does the community approve of BL/BC education?
H. Do parents/community actively support the BL/BC education effort?
I. Does the BL/BC project actively seek the support of parents/community?

project's functional elements (key elements) were also rated on the same scale, cross-project problems, needs, strengths, etc., would also be pinpointed. The goal was to surface BL/BC education projects' operational methods, patterns, or trends which would assist in defining "successfulness" in terms of meeting bilingual education specified goals and objectives or "appropriateness" in terms of adhering to specified and/or suggested guidelines. For this reason, guidelines adherence scores were required to be based on how well a project followed the mandates of the Office of Education enunciated guidelines without reference to the impact made in following the guidelines. Conversely, project success scores were required to be based solely on how successfully a project was moving towards meeting totally the full spectrum of bilingual-bicultural education goals and objectives without reference to adherence or non-adherence to guidelines. Following are some of the questions we wished to address as a result of these ratings:

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- What combination of emphasis in major components tends to indicate quality versus low level of performance in BL/BC education programs?
- What is the role of the major components in implementing quality programs?
- What instructional emphases are most frequently associated with quality programs?
- What identification and explanation of factors which affect performance can be made?
- What training and/or technical assistance is needed in specific areas?
- What identification of strengths and weaknesses can be made based on performance objectives across projects?

Project success and guideline adherence scores then will be primarily devoted to obtaining answers to the question:

> "How do BL/BC education projects rated as 'high quality' resemble each other and/or differ from 'low quality' or other projects?"

In particular, this question is addressed to the input variables and to each of the major performance (component) areas. The type of exploratory analysis visualized depends on being either "quality" or "non-quality." This is admittedly a subjective judgment. However, based on previous evaluation experience, there is significant confidence that field teams and evaluators were capable of weighing the myriad of interrelating and subtle factors not amenable to quantification, yet playing a large role in determining the success or failure of a project, and arrive at a consensus about the quality of an individual BL/BC education project.

2. Analysis and Data Correlations

a. Analysis of Project Success Data and Selection of Most/Least "Successful" Projects

Overall project success scores having been assigned, the BL/BC education projects sampled were rank-ordered, highest to lowest, based on the assigned score. A cumulative percentage distribution of the number of projects receiving each success score was then tabulated. An arbitrary but relatively high cut-off point (85th percentile) was then utilized to identify those projects considered most successful. Similarly, those projects which fell at or below a percentile rank of 15 were considered to be the most unsuccessful. The results showed that six projects had a percentile rank of approximately 85 or better. Five projects had a percentile rank of 15 or less. A distribution of these projects by ethnic group and number of years in operation is shown in Data Table III-A1. Although both the most successful projects and most unsuccessful projects are rather evenly distributed across ethnic groups, the results showed that all the successful projects had been in operation for three or four years. However, it was interesting to note that three of the five projects rated as most unsuccessful had also been in operation for four years.

DATA TABLE III-A1
"MOST/LEAST SUCCESSFUL PROJECTS BY ETHNIC GROUP AND YEARS IN OPERATION"

Years in Operation	Mexican American	Puerto Rican	Other Spanish	Total	Mexican American	Puerto Rican	Other Spanish	Total
1	-	-	-	-	-	1	-	1
2	-	-	-	-	-	1	-	1
3	1	1	1	3	-	-	-	-
4	3	-	-	3	2	-	1	3
Total	4	1	1	6	2	2	1	5

In identifying the most successful and unsuccessful projects by component, an approach similar to the one described above was used. The projects were rank-ordered by component score from highest to lowest. Then, for each component, a percentage distribution of the number of projects receiving each success score was tabulated. The project component with scores above the 85th percentile were designated the most successful, while components with scores below the 15th percentile were called the most unsuccessful. It should be pointed out that in this case, establishing the cut-off points for each component, the percentile ranks used varied by about five points from the 35th and 15th percentiles. This was caused by the use of grouped data in the calculations. In addition, the grouped data and its skewness was responsible for the variability of the number of projects selected as most successful and most unsuccessful by individual components. In any case, cut-offs by component were made at those percentiles closest to 85 and 15.

b. Analysis of Guideline Adherence Data and Selection of High/Low Guideline Adherence Projects

Similar to "project success" and using scores assigned as a result of guideline adherence rating, the sampled projects were rank-ordered from highest to lowest in order to identify those projects which most adhered to the guidelines and those projects which least adhered to the guidelines. A cumulative percentile distribution of the number of projects receiving each score was then tabulated. As with project success scores, an arbitrary but relatively high cut-off point (85th percentile) was used to identify those projects which adhered most closely to the guidelines. Likewise, those projects which fell at the 15th percentile or lower were identified as projects which adhered the least to the guidelines. The results showed that six projects had percentile ranks of 15 or lower.

c. Testing for Relationships Between Guideline Adherence and Apparent Project Success

(1) Plan for Data Correlations and Comparisons

An integral part of the third objective of this study was "to relate adherence to guidelines to apparent project successfulness." The plan for satisfying this objective centered on measuring the degree of association between the scores for project successfulness and the scores for adherence to guidelines. Since each project received two scores which were based upon relatively different criteria, the project successfulness score and the adherence to guidelines score, it was possible to determine their degree of association by calculating correlation coefficients. This was accomplished by rank-ordering each of the two scores and calculating a Spearman Rank Correlation Coefficient* between the two sets of ranks. Finally, a test of significance was computed to test the null hypothesis that the two sets of scores under study were not associated and that the observed value of the obtained correlation coefficient differed from zero only by chance.

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* Siegel, S. Nonparametric Statistics for the Behavioral Sciences, McGraw-Hill, New York: 1956.

(2) Comparisons and Correlations

The value of the obtained correlation coefficient was 0.77. Testing the hypothesis that this value differed from zero only by chance led to its rejection at the .01 level. Thus, it was concluded that there is a strong relationship between the two sets of scores (successfulness and adherence to guidelines).

This finding was confirmed by examining the projects that were found to rank at and above the 85th percentile, and at and below the 15th percentile on project successfulness and adherence to guidelines. Data Table III-A2 and Figures III-A4 and III-A5 show these relationships.

DATA TABLE III-A2

RELATIONSHIP BETWEEN PROJECT SUCCESS & GUIDELINE ADHERENCE

Projects Falling at or above the 85th Percentile	
Based on Project Success Score	Based on Guideline Adherence Scores
X1D01 X2D05 X0D09 X0C11 Y1C29 Z1C32	X1D01 Y0C11 X2B14 Y1C29 Z1C32 Z0D34
Projects Falling at or below the 15th Percentile	
Based on Project Success Score	Based on Guideline Adherence Scores
X1D13 X1D23 Y1A27 Z1D33 Y2B35	X1D13 X1D23 Y1A27 Z1D33 Y2B35

- COMPARATIVE PERFORMANCE -

"GUIDELINE ADHERENCE" AND "PROJECT SUCCESS" SCORES OF HIGH MIDDLE AND LOW GROUPS

- BY COMPONENT -

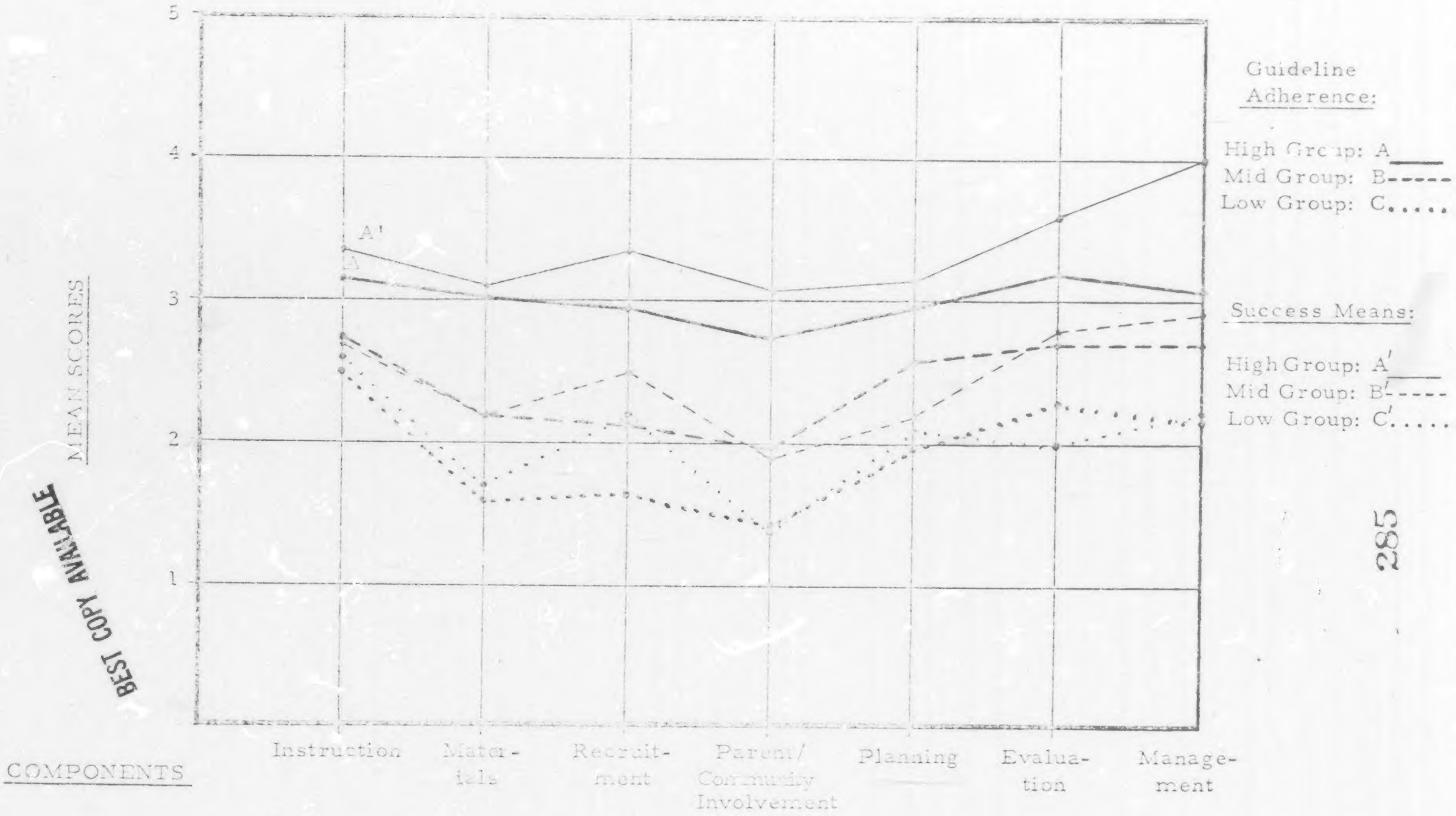

FIGURE III-A4

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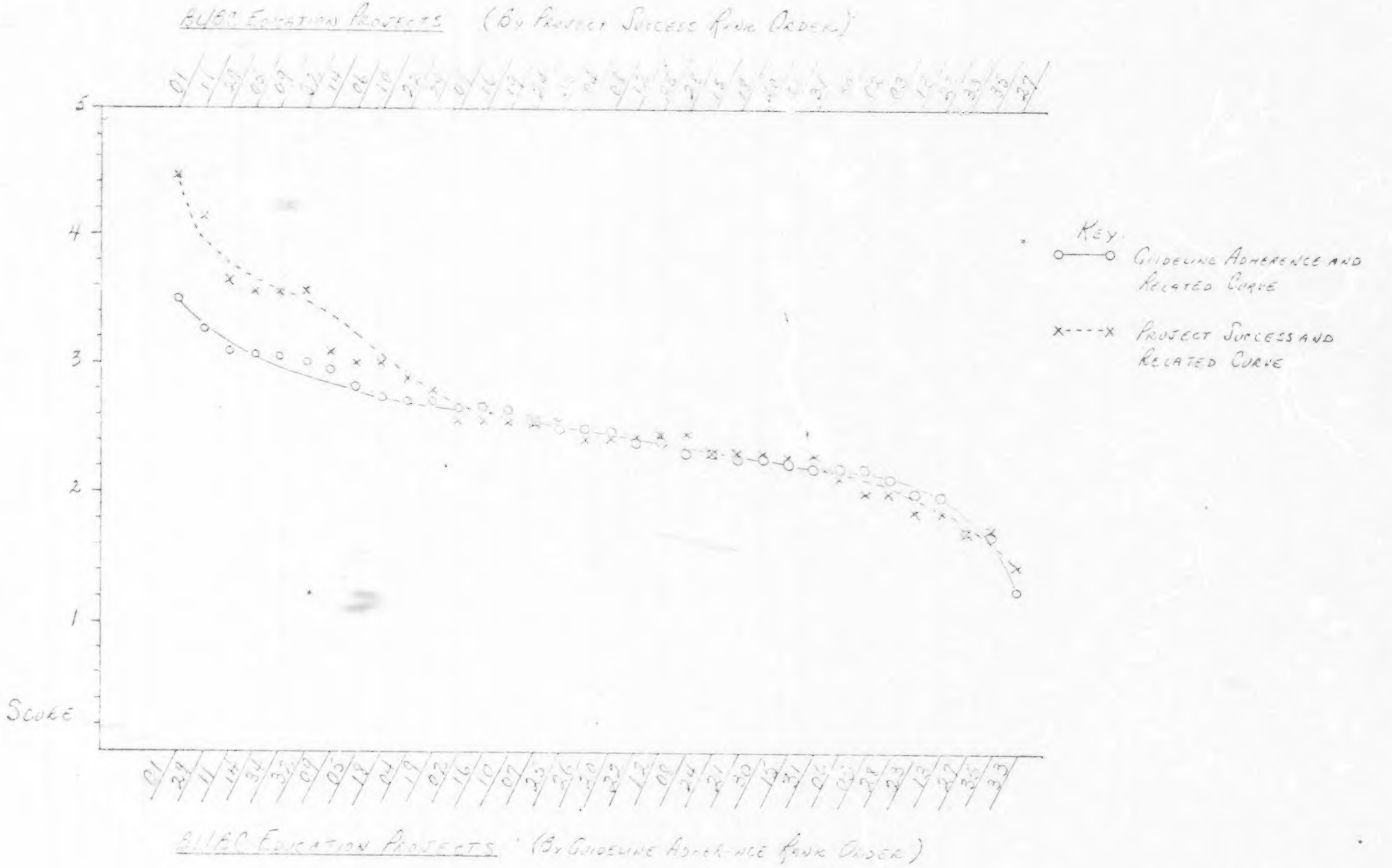

FIGURE III-A5

Data Table III-A2 shows that four of the six projects identified as most successful were also identified as those which most adhered to guidelines. Similarly, all projects identified at least successful were also identified as those which least adhered to guidelines.

d. Analytical Judgments and Considerations

By using data regarding Guideline Adherence within the seven project components and using "adherence to guidelines" ratings as a basis, and analyzing the data resulting therefrom, the study team undertook the task of isolating those individual guidelines, by key element and component, to which the projects as a group most adhered. The following is a discussion of this analytical task as it pertains to each major component.

(1) Instruction Component

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Within the component "instruction", all BL/BC education projects, except three, satisfactorily met the standards set for the key element "Instructional Models" with one possible exception. Reviewing the guidelines associated with this key element, it was observed that not all projects appeared to be in compliance with the following legal requirement:

> "For purposes of instruction, children participating in the BL/BC education program should not be segregated by language or ethnic group except for a limited period of grouping for specific instructional activities."

In addition, three of the projects did not fully comply with Title VII's suggestion that:

> "Teaching models should employ a combination of BL/BC education teachers, teacher aides, and/or tutors and assistants who represent the target language and ethnic backgrounds in the target population."

Approximately 70 percent of the projects met the specified criteria for the instructional program by complying with the important guideline suggestion that "instruction in BL/BC education classrooms must include teaching other subjects appropriate to the grade level, in both languages." Of course, this means 30 percent of the projects did not fully comply with this guideline suggestion. Similarly, about 70 percent of the projects successfully demonstrated a continuous assessment of each child's progress and of the project's ability to meet the needs of small groups and individuals.

The projects were about evenly divided in relation to the key elements "Language of Instruction" and "Attitudinal and Affective Areas of Instruction." Within "Language of Instruction," the greatest project weakness was in complying with the important guideline suggestion to "provide for increasing the instructional use of both languages for both groups in the same classroom." Within the key element, "Attitudinal and Affective Area of Instruction," many projects did not teach the history and cultural heritage relevant to the ethnic background of the participants and/or at all grade levels. A more detailed discussion of this may be found under the Instructional Component Narrative, Section II, Paragraph B.

(2) Materials Acquisition and Development Component

Nearly half the projects rated scored low on the key elements "Acquisition and Development of Materials" and "Content and Availability of Materials." The major deficiency seemed to be in the acquisition and utilization of materials, especially Spanish materials, for classroom use. It was also observed that several projects did not fully utilize the materials they had acquired.

(3) Staff Recruitment and Development Component

In the key element "Recruitment," only about one-third of the projects successfully complied with the guidelines. The majority of project directors felt strongly that there was not an adequate supply of teachers trained in bilingual/bicultural education. The "Orientation/Pre-Service" key element demonstrated mixed responses. While most programs did provide orientation, the guideline that all personnel receive a thorough orientation was not always complied with. Staff training beyond orientation/preservice was utilized only in about two-thirds of the projects. Training efforts included a wide range of activities. The majority of these activities were supported by Title VII funds. Staff development plans also varied widely and the majority of projects did not perform adequately in this area.

(4) Parent and Community Involvement Component

About 25 percent of the projects met most of the guidelines associated with the key element "Advisory Group." Review of the related guidelines indicate that most projects did adhere to the requirement of forming an advisory group consisting of parent and community representatives. However, many of the projects failed to assure that the advisory group functioned, or if it did, to assure that it functioned as suggested by pertinent guidelines.

Many projects scored low on the 'Parent Involvement" key element. This was mainly due to the limited involvement of parents in assisting teachers and staff in classroom activities. The guideline suggesting "project staff should make provisions for home visits, to reinforce the learning process and inform parents of their child's progress," was complied with only in part. It was found that most home visits, when made, were for purposes other than those suggested in the guidelines.

There was generally poor adherence to "Community Involvement" guidelines. While many community organizations were contacted and informed of the projects and their activities, few projects sought out inputs from these elements. Most projects did not provide for periodic meetings with local community organizations, particularly in the initial planning stages. Most projects were in compliance with the suggestion for providing local community representation on the BL/BC education staff in keeping with their individual capabilities.

(5) Planning Component

The key element "Assessment of Needs" showed compliance by all projects. However, in many cases quality in the assessment appeared lacking. Projects did adhere to the guideline suggesting the demonstration of educational deficies through an assessment of needs, deficiencies which could be alleviated through a bilingual educational program. Another guideline suggested that projects investigate and document several areas of information on the potential children and target areas. Here, it was found, many projects did not investigate and document all the suggested areas. Where investigations were documented, the sources for the assessment were sometimes not available.

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Two-thirds of the projects were in compliance with most of the guidelines in the "Bilingual Education Plans" key element. More than half the projects were found in compliance with all the guidelines assessed under this key element. The remaining projects were found to be deficient in the areas of stipulating "specific, achievable, long-range goals and objectives."

About one-third of the projects were in compliance with the key element "Planning Process." Many of the projects' greatest weaknesses were in the area of involving parents and community leaders in the planning of the program. Plans as developed did provide for revisions to improve performance. However, they were seldom implemented as written. The guideline suggestion, however, was complied with by most of the projects.

The "Plan Implementation" guidelines were complied with in varying degrees. Deficiencies were evident when attempting to determine if projects were meeting the requirements of implementing their program according to the approved plans. It was found that most project staff members were knowledgeable of the projects' plans.

(6) Evaluation Component

The majority of projects adequately met the guideline criteria set for this component, both overall and within each key element. Under the key element "Evaluation Plan," a few projects showed weaknesses in the area of providing an evaluation plan that identifies the objectives of the evaluation effort; outlines the overall approach which the evaluation is to follow; and specifies the behavior to be measured. Several projects had deficiencies in the key element, "Evaluation Process." These projects generally failed to insure the reliability of the data collected in the evaluation process. Also, they did not comply with the guideline suggesting that the evaluation process be carried out by personnel trained and qualified, and to utilize outside assistance whenever necessary. Nearly all projects were in compliance with all guidelines of the "Accountability" key element.

(7) Management and Administration Component

In the key element, "Organization," several projects had difficulty in complying with the guideline suggestion "organizational structure should clarify responsibilities, avoid unnecessary overlapping of duties, enhance coordination between working groups, and facilitate the ultimate absorption of project activities into the regular program of the school system." About one-half of all projects had difficulty in exercising authority commensurate with their responsibilities.

Most projects were in compliance with the guidelines associated with the "Personnel" key element. Some projects did not appear to provide for equal employment opportunity or maximum job opportunities for parents and the target community. Some projects failed to file a list of staff qualifications. Only two projects failed to fulfill most of the guidelines in the "Reporting" key element. One project did not have a report by the evaluator in accordance with the evaluation design; the other project did not have a quarterly program status report on an IEAA report. All other programs had these and other relevant reports concerning the student, staff, and program activities and expenditures.

3. Findings

a. General

Inherent in the analyses described above was an attempt to define which guidelines best discriminate between project success or failure as a function, whether they are or are not adhered to. The critical question then, was:

> "Are there some guidelines which are more indicative of project success than others?"

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Following is a presentation of those guidelines which the data and subsequent data analysis identified as those which discriminate between most and least successful projects.

(1) Materials Acquisition and Development Component

- Instructional materials for students should be acquired, adapted, and/or developed in all functional components as follows:
  - Spanish and English language
  - Culture and heritage of Spanish and English-speaking communities
  - Other content areas (i.e., mathematics, science, etc.)
- Spanish/English language materials which evidence the following should be available in the classroom:
  - The cultural and historical heritage of both the Spanish and English speaking children in the program

  - The various contributions of both the Spanish- and English-speaking communities to the history of the United States
  - Descriptions of the Spanish- and English-speaking cultures as they presently exist, emphasizing a mixture of the two cultures in the United States.

(2) Staff Recruitment and Development Component

- All project personnel should receive a thorough orientation to project plans and procedures.
- Whenever possible, the principal and other school personnel should be invited to participate in orientation.

(3) Planning Component

- Parents, community leaders, and BL/BC education project personnel should be involved in planning the program.
- The results of evaluation efforts should be used in developing program plans.
- The BL/BC education project staff should be knowledgeable of the program plan.
- The local BL/BC education program should reflect the approved project plan.

(4) Management and Administration Component

- The project director and each staff member should be delegated the authority necessary to achieve project objectives.
- Project work planning should involve the entire staff.

(5) Other Considerations

- Instruction,
- Parent and community involvement, and
- Evaluation.

From the data analysis accomplished, we found that:

- Both successful and unsuccessful project groups did about equally well in adhering to guidelines related to the Instruction component. (See Figures III-A6 and III-A7)
- While nearly all projects in the least successful group had many weaknesses in the Parent and Community Involvement component, half the projects in the most successful group also evidenced the same weaknesses. Further, about 70 percent of all projects sampled and rated on each key element of this component had a performance rating less than satisfactory. (See Figures III-A6, III-A7, and III-A8)
- In the Evaluation component, most projects in the upper group (most successful) met the guidelines; but so did more than half the projects in the lower group (least successful). (See Figures III-A6 and III-A7)

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These three findings, plus the intuitive feeling that the guidelines identified in paragraph A3a above, do not really discriminate between successful and unsuccessful projects led us to the following:

- Either the data gathered or the ratings given were significantly imprecise, or
- The current system of guidelines, as applied, promotes superficial compliance or adherence without having any inherent ability to control or impact on the quality of BL/BC education program implementation.

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PERFORMANCE OF HIGH/LOW PROJECT GROUPS BASED ON GUIDELINE ADHERENCE SCORES

- BY COMPONENT -

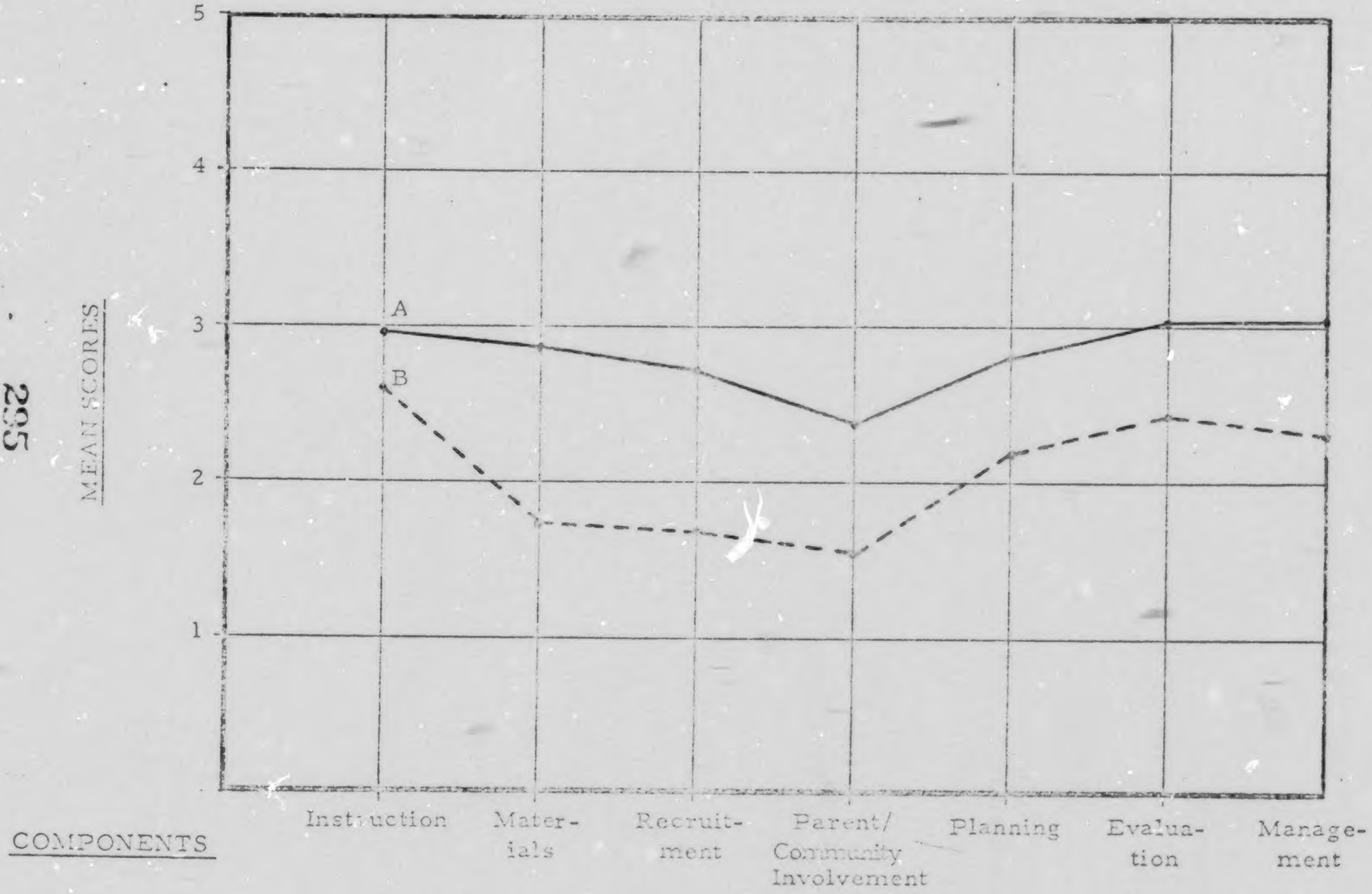
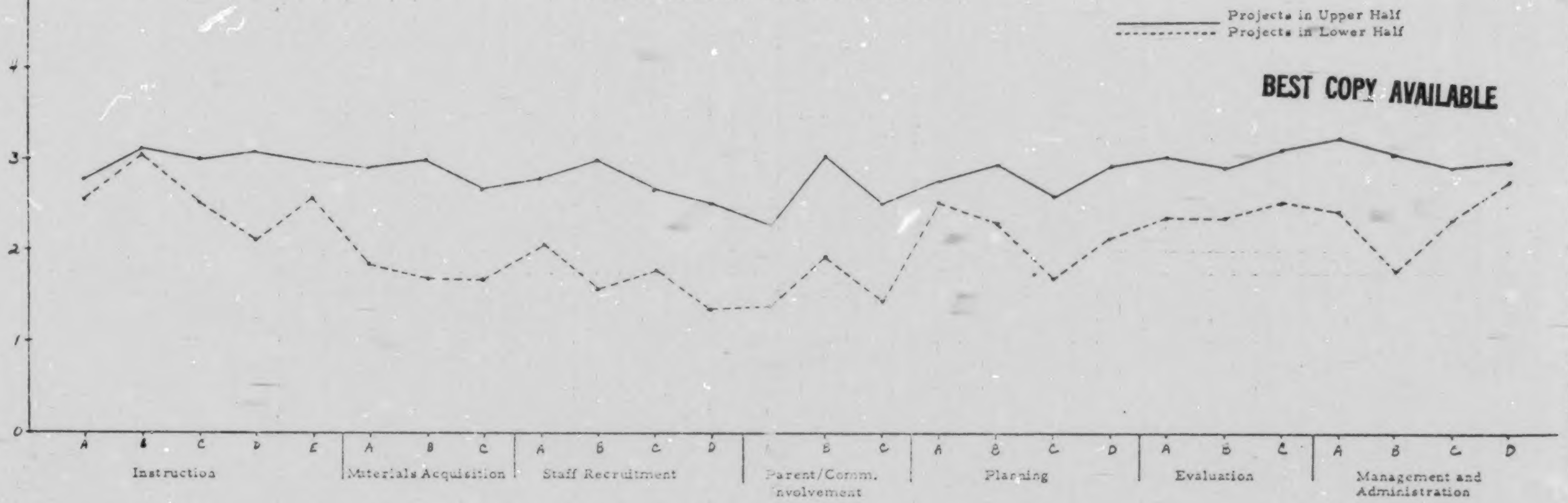


FIGURE III-A6

PERFORMANCE OF UPPER AND LOWER HALF OF PROJECTS BASED ON GUIDELINE ADHERENCE SCORES

- BY KEY ELEMENT WITHIN COMPONENT -



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PERFORMANCE OF UPPER, MIDDLE AND LOWER THIRD OF PROJECTS BASED ON GUIDELINE ADHERENCE SCORES

- BY KEY ELEMENT WITHIN COMPONENT -

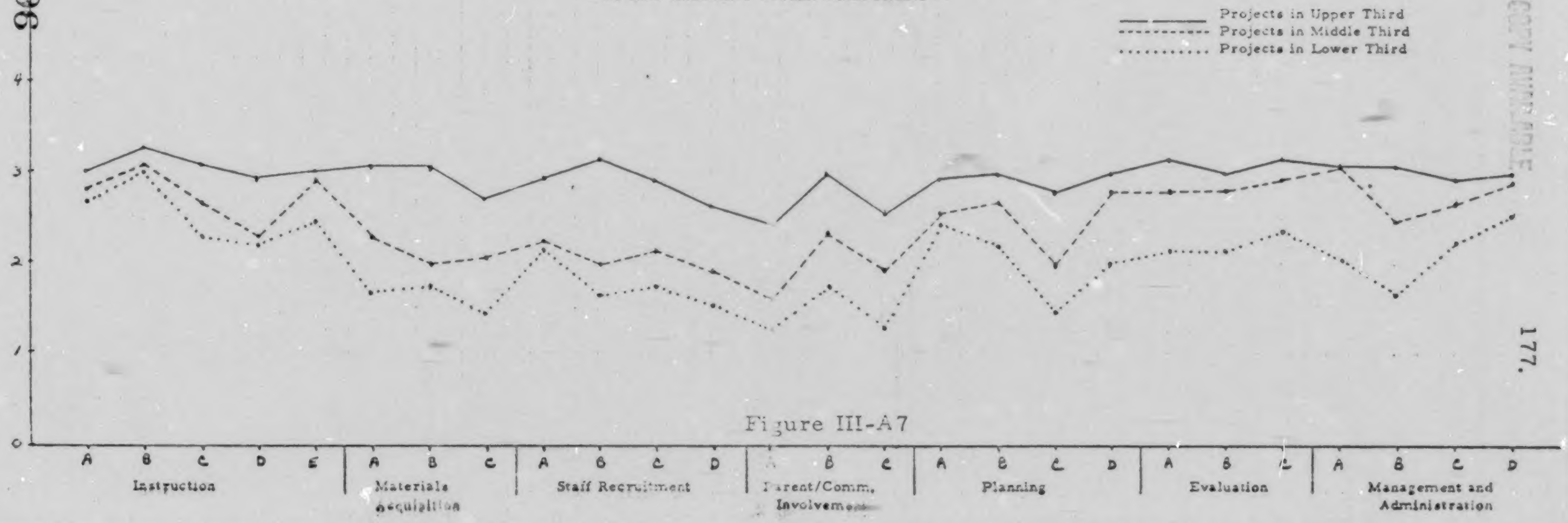

Figure III-A7

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PERFORMANCE OF HIGH AND LOW PROJECT GROUPS BASED ON PROJECT SUCCESS SCORES

- BY COMPONENT -

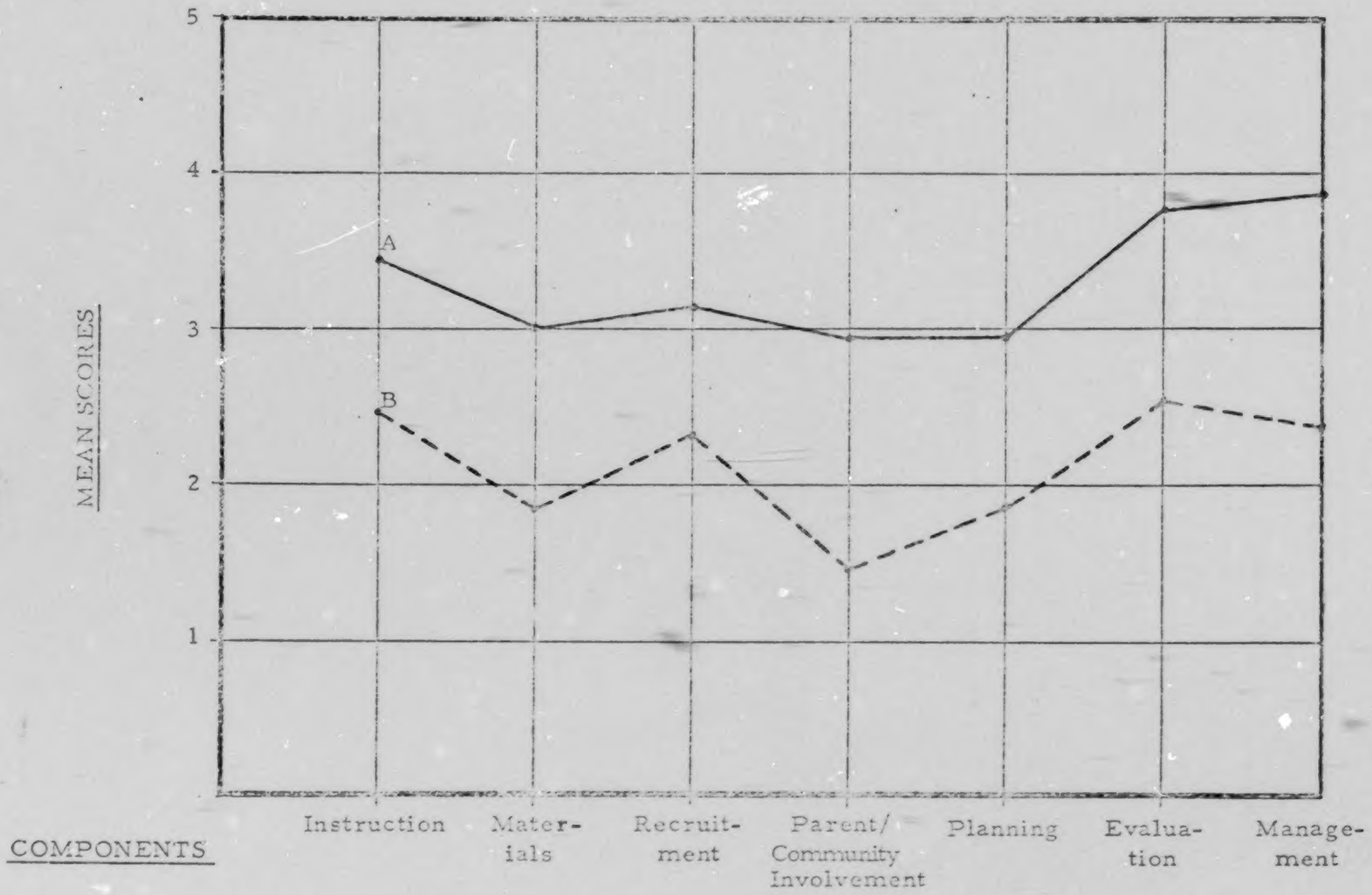

FIGURE III-A8

High Group = A

We reviewed and tested the preciseness of both the data gathered and the ratings given, with the end result that we assured and validated the findings as based on the data and as these data were operated on by our analysis technique. This led us to consider the adequacy of the implied, suggested, and legal requirement guideline statements used by field teams during the data gathering visitations and consequent process evaluation and rating. We noted the following:

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- Guidelines, in general, support and direct the administrative functions of applying for funds, granting of funds and initial implementation of proposed project plans. They do not truly address the more operational or qualitative functions of day-to-day project management and control. For example: According to the guidelines, project plans must be developed. But what guideline demands that they be implemented, controlled, and followed as developed? For this reason any evaluation based on how well a project adheres to enunciated guidelines better evaluates how well a project addresses the task of preparing and justifying a grant proposal than how well it manages and controls the project to assure BL/BC education program success.

- Title VII Program Office, Office of Education, HEW, and its announced guidelines appear to have little or no impact on project management and control. This is really the realm of LEA of State Education Administrators. Therefore, the guidelines, unless specifically mandated as requirements of law, are nothing more than suggestions which can be implemented or ignored as state or local agencies may prefer.

- There is no true management link between the Office of Education and lower level, local Title VII projects. The one management action the Office of Education may be able to implement, the granting or not granting of funds, is really not feasible when one considers the political ramifications of not granting funds in an attempt to discipline local management.

b. Identification of Successful Project Attributes by Component

Having identified "successful" and "unsuccessful" projects, both overall and by component, the BL/BC education study team was assigned the task of defining successful project attributes. This entailed a component by component analysis of each successful project narrative and questionnaire, synthesizing the information therein, correlating it with any evaluator comments and impressions, and recording those aspects of the component which were considered exemplary. This procedure was followed for each component and resulted in a listing of 12-30 statements of exemplary attributes for each component. These statements were then further analyzed by the study team and a preliminary listing of attributes of successful projects was explicitly defined. In addition, an order of importance or merit on a scale of 1-5 was assigned to each attribute, with 5 being the most important and 1 being the least important. Following are the end results of the above task: a listing of successful project attributes by component.

(1) Instruction

(a) Bilingual/bicultural teachers and aides only are used in the instruction process (5).

(b) Bilingual/bicultural aides are used as instructional assistants rather than classroom helpers (4).

(c) Well articulated BL/BC education curricula designed to develop language competency, academic skills, and cultural heritage are implemented (5). These are evidenced by:

- Spanish and English being taught as a first or second language according to the needs of the students.

- One or more academic subjects being initially taught in the dominant language.

- Experiences being provided which develop the students' awareness and appreciation for both cultures.

(d) Innovative teaching practices are used in the development of the BL/BC education program (2).

(2) Materials Acquisition and Development

(a) There is a continuous effort to acquire, adapt, and/or develop materials in the target languages and in all subject matter areas (5). This is evidenced by:

- Materials in use exhibiting a wide range of language difficulty, interest, and cultural/ethnic content.
- Ample supplies of materials in all subject areas being evident and available in all BL/BC education classrooms.
- Cultural and heritage materials being articulated by staff through music, dance, songs, talks, class discussions, films, field trips, and celebrations.
- Materials being directly related to the instructional model and process in use, and to the needs of the target population.

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(b) Selection and/or development of materials for the project is a task shared by the total BL/BC education staff, including consultants, and if possible, parents and community (4).

(c) All sources of materials are explored and exploited (4)

(d) Materials in existence are readily available to students (5).

(e) A second language coordinator who assures development and acquisition of materials for that component is employed (4).

(3) Staff Recruitment and Development

(a) Recruits bilingual/bicultural teachers and aides only (5).

(b) Teachers recruited have (5):

- Experience teaching the target population.
- Empathy for the target languages and cultures.
- Specialized training in ESL and SSL teaching methods.
- Motivation and dedication for BL/BC education concepts.

(c) Aides (para-professionals) recruited have (5):

- Good standing in and representative of the target area population and community.
- A minimum formal education of 12th grade.
- Capability to give subject matter instruction.
- Attended workshops and/or courses in language teaching methodology.

(d) Project director is bilingual in the target language, relates to the target community, has extensive experience in planning, controlling, and directing educational projects, and possesses skills in public relations and communication (5).

(e) Continuous assessments of staff training needs are made mandatory, and in-service training is implemented during the year (5).

(f) Staff training is accomplished as a team or group effort and emphasizes (4):

- Working together in the classroom.
- Joint problem solving.
- Professional advancement in an individual career.

(g) Pre-service orientation is provided all staff members (5).

(4) Parent and Community Involvement

(a) The project employs a community liaison worker who helps the host school understand individual and community attitudes towards the school or project, and communicates with parents about their children's achievements, conduct, and problems (4).

(b) Develops an advisory committee with representatives from project staff, the parent group, and the community (oriented in BL/BC education) which advises on program planning, evaluation, and other project activities (3).

(c) Involves parents in BL/BC education activities so that they visit activities frequently and volunteer to assist in field and cultural activities (2).

(5) Planning

(a) The planning process actively involves the LEA staff, BL/BC education project teachers and aides, and community representatives, including parents (5). This is evidenced by:

- Identification and use of a "planning team."
- Defined planning tasks and strategies with assignment of responsibility for each task.
- Review and critique of all plans by the designated planning team.

(b) Needs to be addressed by the "planning team" are analyzed, documented, and determined capable of being impacted on by a BL/BC education project (5).

(c) The project plan developed by the "planning team" addresses the defined needs (5). This is evidenced by:

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- Definitive assessment of LEA's BL/BC education capabilities.

- Analysis and identification of problems for each major project component.

- Establishment of goals, objectives, and specific action items.

- Establishment of standards for measuring accomplishments.

(d) Active implementation of the plan, as written, or timely modification of the plan to reflect what has been implemented (4).

(6) Evaluation

(a) Implements a well-defined evaluation plan designed to measure BL/BC education project progress towards meeting its objectives (5). This is evidenced by:

- Evaluation being organized so that it can truly define the weaknesses, strengths, and achievements of the project without management interference.

- Specific measurement standards being defined and in use.

- Evaluation resulting in timely, concise, and relevant reports which truly reflect the opinions of independent and qualified evaluator(s).

(b) Uses evaluation reports to identify problems, redefines objectives, and/or measures total BL/BC education project progress (5). This is evidenced by:

- Implementation of a systematic method for interpreting evaluation reports.

- The establishment of action items with milestones and time-phasing to correct deficiencies or eliminate problems identified by evaluation reports.

- Continuous review of status of actions implemented as per above.

(c) Assures that "evaluation" is an integral part of the BL/BC education project, and that it provides "feedback" to be used as a tool for achieving project objectives more timely, efficiently, and within available resources (5).

(7) Management and Administration

(a) Recruits and appoints a bilingual, experienced educator, administrator, and manager to the office of project director (5).

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(b) Assigns total responsibility for the BL/BC education project to the project director (5). This is evidenced by:

- The director holding a staff position in the LEA, the school district, or the school.

- The director being responsible for all efforts in instruction, evaluation, planning, staff recruitment, training, administration, and management.

- All project staff members being directly responsible to the project director.

- The director having the responsibility for controlling all personnel actions relating to staff members.

(c) Provides an organizational chart which clearly defines lines of authority and details job descriptions for each member of the BL/BC education project staff (4).

(d) Provides for total staff orientation at least bi-yearly weekly staff meetings, evaluation reports, and/or test reviews, and curriculum development sessions (4).

(e) Provides for clear administrative practices which enhance communications at all levels and with project elements (4). This is evidenced by:

- Well placed, maintained, and used bulletin boards.
- Availability of policy files for study by all staff members.
- Development, implementation, and use of formal management information system reporting requirements.
- Publication of clearly understood instructions for preparing and submitting reports.

c. Guideline Adherence/Project Success Relationships

In paragraph A1a above, we determined how project, as groups, adhered to guidelines. Similarly, in paragraph A1b above, we defined the most/least successful projects. In paragraph A2c above, we tested for relationships between guideline adherence and project success. As previously stated, we found a high (0.77) correlation coefficient between "Guideline Adherence" and apparent "Project Success." (Figure III-A9 further shows this relationship.) This was particularly true in the materials acquisition and development, parent/community involvement and planning component areas (see Figure III-A10). The results also showed that the most successful projects were most outstanding in three functional areas:

- Training, a key element of staff recruitment and development.
- Parent involvement, a key element of parent and community involvement.
- Community involvement, also a key element of parent and community involvement.

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COMPARISON OF "GUIDELINE ADHERENCE" AND "SUCCESS" PERFORMANCE

- BY COMPONENT -

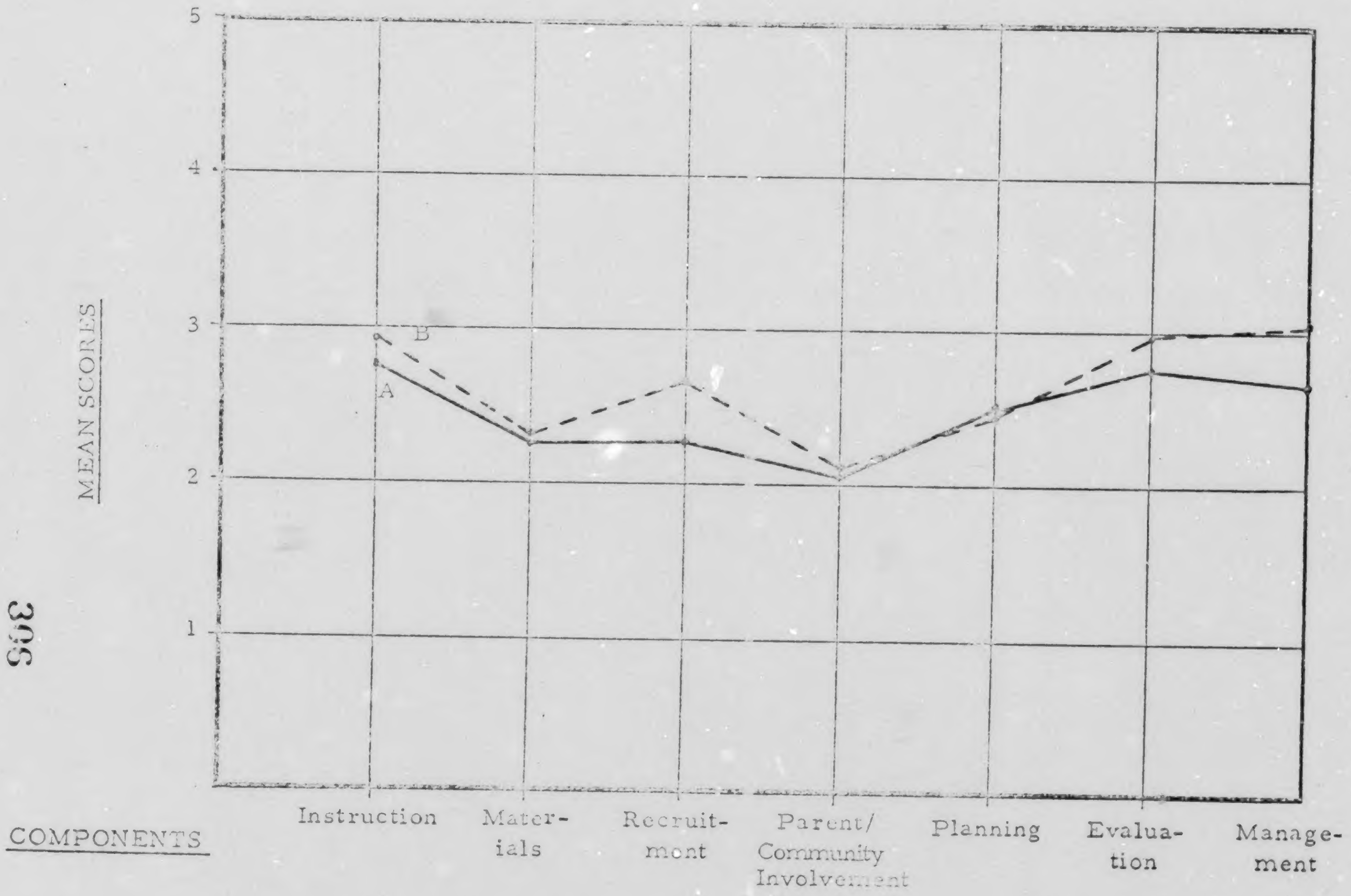
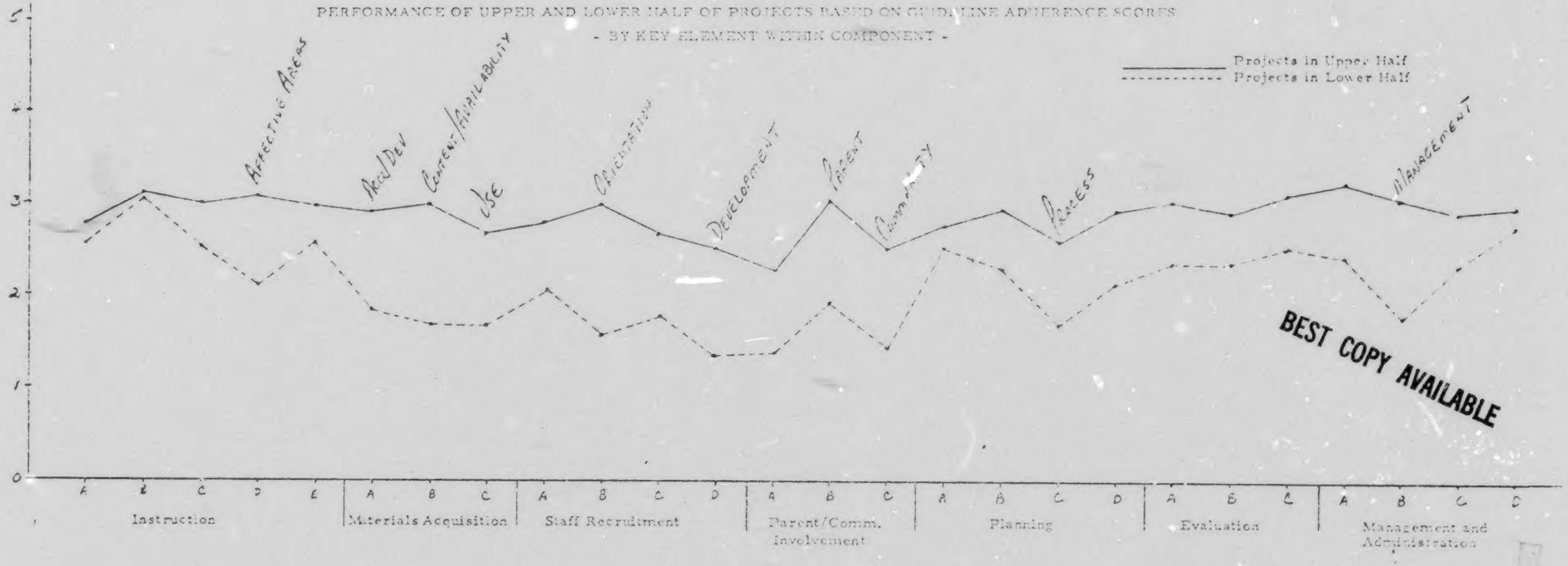


FIGURE III-A9

—— A = Mean of "Guideline Adherence" Scores.
- - - B = Mean of "Success" Scores.



PERFORMANCE OF UPPER AND LOWER HALF OF PROJECTS BASED ON GUIDELINE ADHERENCE SCORES

- BY KEY ELEMENT WITHIN COMPONENT -

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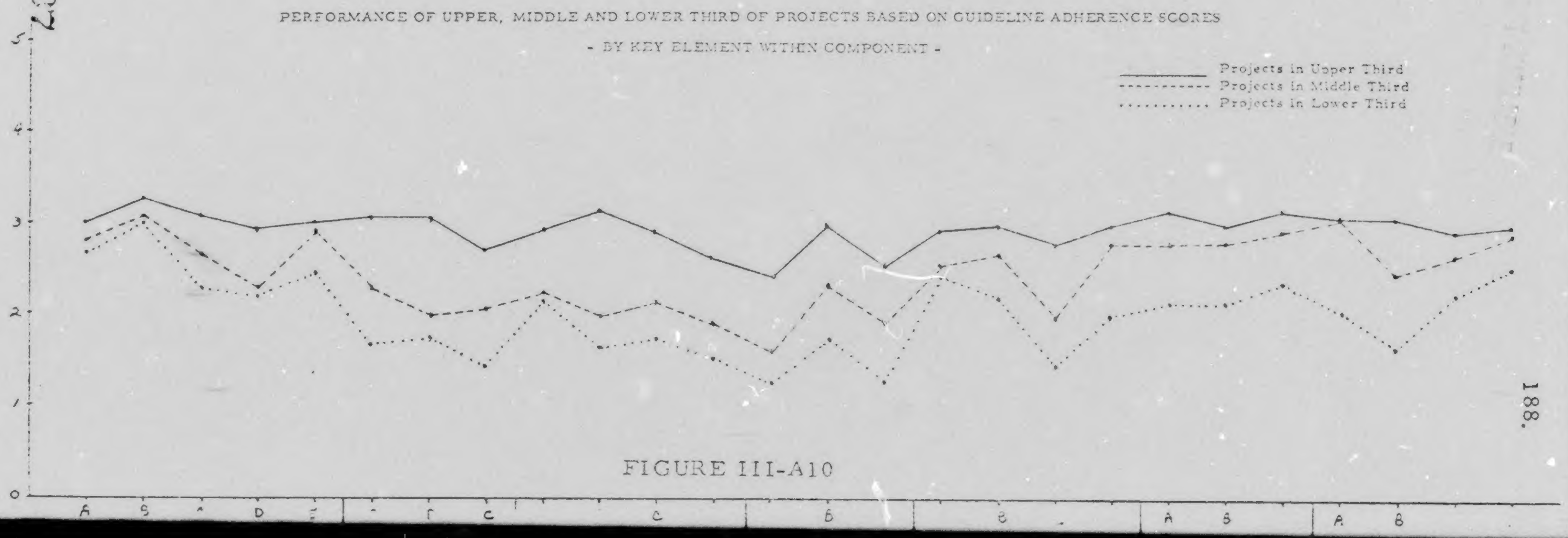

PERFORMANCE OF UPPER, MIDDLE AND LOWER THIRD OF PROJECTS BASED ON GUIDELINE ADHERENCE SCORES

- BY KEY ELEMENT WITHIN COMPONENT -

FIGURE III-A10

We found that the most successful projects had superior in-service training when compared to the other projects. In addition, the most successful projects were found to adhere more closely to all guidelines in this key element area than did the other projects. In the other two areas, parent involvement and community involvement, there was a marked difference in adherence to guidelines between the most successful projects and other projects. While many of the least successful projects met few of the guidelines in these two latter areas, nearly all of the most successful projects exceeded the specified guideline requirements.

4. Conclusions

a. A strong correlation and relationship (0.77) appears to exist between "Guideline Adherence" and apparent "Project Successfulness", as measured in this study. Of the six projects identified as "most" successful, four were also identified as "most" adhering to guidelines. Conversely, the five projects identified as "least" successful were also identified as the project's "least" adhering to guidelines. However, this relationship may be more apparent than real in that the guidelines identified as most discriminating between successful and unsuccessful projects did not ring true for the discriminating function desired. That is, they did not appear to be those guidelines which we would intuitively expect to have the greatest impact on project success. This could be a function of:

(1) The similarity of the criteria used to rate both guideline adherence and project success;

(2) The discreteness and/or preciseness of the data gathered and/or the rating scores given; or

(3) The validity of the published guidelines in forcing and contributing to project success.

The data review and cross-checking we accomplished supports the latter as the primary cause of the skewed results.

b. In general, guidelines tend to support the direct administrative functions of developing project proposals, requesting grants, and initiating implementation actions rather than the operational and management aspects of day-to-day project activities. This seriously limits their ability to either impact on project success and/or allow their use as project success management or measurement tools.

c. There appears to be no feasible management link between the Office of Education and local BL/BC education projects. This gives rise to a multiplicity of approaches to BL/BC education, its instructional models, and its management and control.

d. Both the most and least successful project groups identified did about equally well in adhering to guidelines relating to the instruction component.

e. Both most successful and least successful projects evidenced similar weaknesses in adhering to parent and community involvement guidelines, suggesting possible weaknesses in the guidelines themselves.

f. Evaluation guidelines were generally met by both successful and unsuccessful projects.

g. The most successful projects appeared to be outstanding in:

- Training and project staff,
- Involving the parents in the project, and
- Motivating and getting community participation.

(Figure III-A10 further illustrates these findings.

B. Hypothesis Analysis of Study Project Data

1. Purpose and Objectives

The material so far presented, including the relational analysis of most and least successful projects and high or low guideline adherence projects, encompasses both the specific product demands and the synthesis expressed in the BL/BC educational project study plan.

Notwithstanding this fact, and realizing it may be possible that all information available had not been gleaned from the individual BL/BC education project questionnaires and narratives, the study team implemented an additional and more precise technique for data analysis not specified in the original plan. The technique involved developing specific hypotheses as to BL/BC education program characteristics which, in the light of relevant instructional, evaluation and management theory, might better differentiate between the characteristics of successful and unsuccessful projects already identified. This appeared desirable to assure that study team members had not failed to abstract all the characteristics of successful bilingual education projects, had discerned and recorded all the potential characteristics, and had weighed all relevant factors equally.

The postulated hypotheses were tested, in turn, by going back to the original "Handbook for the Spanish Bilingual/Bicultural Study Project" for each identified successful or unsuccessful bilingual education project in order to determine whether selected successful projects showed a greater frequency of each hypothesized, success-related characteristic than did the apparently unsuccessful bilingual education projects.

It is recognized that differentiating factors other than those hypothesized may exist and may be capable of confirmation or refutation on the basis of the extensive bank of information available as a result of the data collection effort in this study; however, the hypotheses tested were selected on the basis that they reflect many of the characteristics considered important in contemporary theory relating to educational programs.

2. Methodology

Within the framework described above, a procedure to conduct the hypothesis analysis of project data was developed.

The first step in the methodology was to define the parameters within which the hypotheses were to be developed. It appeared most appropriate, since the project study was divided into the eight components, to do the same for this particular analysis. A further limitation for this analysis was the need to rely on data previously obtained for each project. The hypotheses necessarily had to relate to the focus of the data collected and, specifically, to key questions asked of the local bilingual education projects, and which were answered in the field notebooks and reports.

These parameters were then explained to a team of professional staff members and consultants who had not participated in the study data collection, but who were knowledgeable about the bilingual education projects and the data collection instruments. These staff members were then asked to develop a series of hypotheses related to each individual component in this study. The hypotheses were to identify very specific key indices which differentiated between the most and least successful projects, particularly in terms of their impact on participating children, and thus provide another measure of difference among the 34 bilingual education projects in this study.

With this mandate the hypotheses were developed and the study team moved to the next step in the methodology: extracting very specific data from the field data collection instruments. The first step in this phase was to carefully review the data collection instruments, component by component, in light of the hypotheses developed for each one, and identify the key questions or indices which dealt with each hypothesis.

It was determined that the most practical approach to extracting data related to success indicators was to take ten projects, the five most successful and the five least successful, and extract the data from them with success or lack of success being determined by the project ratings made by study team leaders for each project visited.

The study team then systematically reviewed the questionnaires for each component of these ten projects. For each hypothesis, the answers to the specific questions related to that particular hypothesis were noted on a card. Thus, every hypothesis, no matter in which component it was postulated, had ten separate cards with data from the ten bilingual education projects. The cards were coded so as to identify the component and hypothesis number. The cards were further coded as to individual project, but in such a way that their confidentiality was not violated.

According to the data on each of the ten cards for each hypothesis, a team of three judges rated the projects from one to ten, according to how successful a bilingual education project appeared to be in supporting the postulated hypothesis. The judges carried out the rank-ordering independently of each other. This yielded three rank-orderings for each hypothesis postulated in every one of the study components.

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The following criterion for rejecting or accepting the hypotheses was adopted:

> "For a non-directional test, a correlation coefficient of .63 is required to reject the hypothesis (that the scores are unrelated) at the .05 level."

Important to all considerations and judgments to be made in analyzing the results of the hypotheses test to be accomplished was the knowledge that all judges used a modicum of standard criteria for the ranking of individual notation cards during the test operation. For this reason, a test of inter-judge reliability was also accomplished, using the techniques already described in paragraph A of this section of the report. Data Table III-B1 records the results of this test. An inter-judge reliability coefficient no less than .620 was established for the purpose of defining adequate reliability between judges for the purpose intended. In actuality, any hypothesis for which the sole reason for question was an inter-judge reliability coefficient of .661 or less was discarded. Note that Data Table III-B1 indicates that we discarded hypothesis #3 of the materials acquisition component, and hypothesis #3 of the planning component, for this reason.

DATA TABLE III-B1

INTER-JUDGE RELIABILITY

Component	Reliability
1. Instruction	
Hypothesis One	.895
Hypothesis Two	.798
Hypothesis Three	.794
2. Materials Acquisition and Development	
Hypothesis One	.747
Hypothesis Two	.852
Hypothesis Three	.083*
3. Staff Recruitment and Development	
Hypothesis One	.904
4. Parent and Community Involvement	
Hypothesis One	.823
Hypothesis Two	.718
Hypothesis Three	.676
Hypothesis Four	.661
Hypothesis Five	.925
5. Planning	
Hypothesis One	.670
Hypothesis Two	.855
Hypothesis Three	.467*
6. Evaluation	
Hypothesis One	.763
Hypothesis Two	.682
7. Management and Administration	
Hypothesis One	.731
Hypothesis Two	.676
Hypothesis Three	.739

*These hypotheses were excluded from further consideration and analysis due to low inter-judge reliability.

3. Findings and Conclusions

a. General

In all but one component of this hypotheses analysis (staff recruitment and development), at least two hypotheses were developed. In the staff recruitment and development component, only one hypothesis was postulated. In presenting the results of this analysis, each hypothesis, and then the findings related to each hypothesis, is presented by component. Project rankings for each hypothesis, as well as correlations between the hypothesis and the projects' success rankings previously identified and the reliability of the rankings for each hypothesis, are then presented. Finally, conclusions which may be drawn for the group of hypotheses in each component are described at the end of each section.

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After each component is individually discussed, we then conclude this section with an overall summary and analysis of the total findings.

b. Instruction

(1) Hypothesis Considerations

The study team considered that there were three characteristics of the instructional component which could potentially differentiate between successful and less successful projects. These characteristics, or attributes, include an innovative approach to instruction (e.g., individualized instruction), the use of outside resource personnel, and the systematic monitoring of student progress as integral parts of this component's operation.

(2) Postulation of Hypotheses

Three hypotheses for the instructional component were postulated in view of the above three considerations;

Hypothesis One

"Projects rated as highly successful will individualize instruction wherever necessary by techniques such as (a) small group instruction, (b) individual tutoring by teachers, aides, or others, (c) use of individual, self-pacing instructional aids such as kits and automated teaching devices which make it possible for the learner to progress at his or her own rate, and (d) selecting materials on the basis of interest and abilities of the individual learner or small, homogeneous groups of learners."

Hypothesis Two

"Projects rated as highly successful will (a) utilize a wide variety of personnel resources other than regular teachers on a systematic basis, and (b) utilize such personnel in a variety of ways (e.g., staff development, materials development and selection, assistance in classroom, etc.)"

Hypothesis Three

"Projects rated as highly successful will utilize systematic assessment procedures on a frequent basis in order to diagnose learner needs and monitor the learning process. Such assessment procedures will include (a) teacher or program constructed tests measuring local curriculum objectives (particularly of the criterion-referenced type), and (b) systematic observation and record-keeping on individual students by the teacher or aide. (The use of standardized tests at the beginning and end of the year for the purpose of evaluating the success of the program is not to be considered as an instance of instruction-related assessment unless the results are in some way used to influence the content and/or pacing of instruction for individual students.)"

(3) Key Indices of Hypotheses Postulated

Key indices in each of the above hypotheses were postulated as contributing to project success. Those indices were: a) provision in the classroom for large group discussion, small group instruction, and individualized instruction; b) the use of LEA and other outside personnel in the instructional activities of the project; and c) the manner in which language and language content are monitored in the classroom, in terms of instruments, specialized personnel, and frequency of monitoring.

(4) Findings and Conclusions (Instruction)

(a) Findings

Data Tables III-B2 and III-B3 contain the results of the rankings for the instructional component and the correlations between the hypothesized key factors and

- Component success scores
- Component guideline adherence scores
- Overall project success scores

The correlations shown in Data Table III-B3 between the hypothesized key factors, component success scores, and component guideline adherence scores are for the most part low. They are significantly high between the hypothesized key factors and overall project success scores, except for hypothesis #3 (H3).

Analysis of Data Table III-B2 indicates that the low correlations are influenced by the rankings of hypothesized key factors in three projects: Y1C29, X2DO5, and Y1A27. Note that for Project Y1A29, overall project success, component success, and guideline adherence scores all fall within a 1.0 range and lie in the upper half of the ranks. However, in reviewing these scores with Y1A29's

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DATA TABLE III-B2

Instruction Component COMPARISONS OF RESULTS WITH THE

PROFILE ANALYSES AND GUIDELINE ADHERENCE SCORES OF BL/BC PROJECTS

		Project Success Scores (Overall)	Project Rank Order Based on:		Project Rank Order By Key Factors in the Hypotheses				
			Component Success Scores	Guideline Adherence Scores	H_1	H_2	H_3	H_4	H_5
	Project	Rank							
Most Successful Projects	X1D01	1.0	1.0	1.0	1.0	4.0	3.5		
	X0C11	2.0	2.5	3.5	3.0	1.0	3.5		
	Y1C29	3.0	2.5	2.0	6.0	5.0	7.0		
	Z1C32	4.5	5.5	5.0	5.0	3.0	1.0		
	X2D05	4.5	5.5	7.0	2.0	2.0	2.0		
Least Successful Projects	X1D13	6.5	9.0	9.0	7.0	6.0	5.0		
	X1D23	6.5	5.5	7.0	9.0	7.0	6.0		
	Z1D33	8.5	9.0	10.0	10.0	10.0	8.0		
	Z2B35	8.5	9.0	7.0	4.0	8.0	9.0		
	Y1A27	10.0	5.5	3.5	8.0	9.0	10.0		
Columns	A	B	C	D	E	F	G	H	I

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Data Table III-B 3

Correlation Coefficients Between Success Indicators/Guideline Adherence and Hypothesized Key Factors for the Instruction Component

	Hypotheses					Composite of Key Factors
	H_1	H_2	H_3	H_4	H_5	
1. Component Success (Col. C)*	.555	.627	.409			
2. Component Guideline Adherence (Col. D)*	.524	.434	.155			
3. Overall Success (Col. B)*	.700	.800	.600			
4. Overall Project Success (Col. B)* and Component Guideline Adherence (Col. D)*.						,620
5. Overall Project Success (Col. B)* and Component Success Score (Col. C)*						.820
6. Component Guideline Adherence Score (Col. D)* and Component Success Score (Col. C)*						.910

* Columns found on Data Table III B2

rankings of hypothesized key factors, the range varies from 5.0 (guideline adherence score compared to ranking of the project for H3), to 2.0 (overall project success score compared to H2), and the ranks on key factors are at the midpoint or lower.

A more notable variance in scores and rankings occurs with Project X2DO5. In this case, there is a 5.0 difference between the H1, H2, and H3 rankings and the component guideline adherence score, and a 3.5 difference between the H1, H2, and H3 rankings and the component success score. Finally, there is a difference of 2.5 in the overall project success score of X2DO5 and the rankings of hypothesized key factors in H1, H2, and H3.

For Project Y1A27, the ranking of the key factors in all three hypotheses is consistent with the overall project success score. Of significance here is the difference in the rankings of the hypothesized key factors and the project's component success score and guideline adherence score.

In analyzing the data, it may be that the three projects just discussed are anomalies in the hypotheses analysis. Another possibility relates to the available data on this component. Certainly, key to any bilingual education project's operations, and certainly the most complex to assess, is the instructional area. Recognizing this, the study team gathered as much data as possible on this component at each project site. But in retrospect, the data gathered in relation to the key factors postulated in this component's three hypotheses may not have been sufficient to adequately rank the projects included in this hypotheses and analysis.

(b) Conclusions

In light of the above findings and analysis, we do not believe that firm conclusions can be drawn regarding the hypothesized key factors in the instructional component without further data being collected in the field on the projects in this study.

We would note, however, that the general trend in project rankings, excluding the three projects just noted, appears to support the key factors postulated in the three hypotheses. We believe, therefore, that the data suggest that, for bilingual education projects to be successful, the key factors postulated should be included in project operations. These are:

- An innovative approach to instruction (e.g., individualized instruction);
- The use of outside resource personnel in the instructional area; and
- The systematic monitoring of student progress.

c. Materials Acquisition and Development

(1) Hypothesis Considerations

The study team isolated several key factors or indices pertaining to materials acquisition and development which were postulated as being very important to project success. Among those indices, or factors, were: a) materials acquired and/or developed should address the language needs of the pupils, cover a wide range of difficulty, and contain subject matter with which pupils can identify; b) there should be use of audio-visual aids or other newly developed methods of supplementing instructional efforts; and c) there should be use of materials appropriate to the curriculum and educational needs of the pupils.

(2) Postulation of Hypotheses

Considering the above factors, the following hypotheses were postulated:

Hypothesis One

"Projects rated highly successful will use the following criteria for the selection of materials:

a) Materials should be relevant (pupils should identify with the content of materials);

b) Materials should be appropriate for age and grade level;

c) Quality of language should be high in both Spanish and English materials;

d) Materials should cover a wide range of difficulty;

e) Materials should be relevant to project curriculum;

f) Materials should be relevant to educational needs of the pupils."

Hypothesis Two

"The most successful projects will make regular use of audio-visual aids, techniques, and materials, using newly developed technologies as appropriate."

(3) Key Indices for Hypotheses Postulated

Key questions, or indices, in the field data collection handbooks reviewed to determine the validity of the hypotheses postulated were:

- The criteria used for selecting materials;
- Types of materials developed by teachers;
- Types of materials, audio-visual aids, and other supportive elements used by teachers;

- Availability of materials covering a wide range of difficulty, a variety of subject interest levels appropriate for the age and grade level and reflecting the Spanish and English culture and heritage of the children;

- Identification of areas in which additional materials were needed; and

- Extent to which availability and use of materials indicates an interfacing between program proposal, curriculum, and educational needs of the pupils.

(4) Findings and Conclusions (Materials Acquisition and Development)

(a) Findings

Data Table III-B5 shows the results of correlating the data shown in Table III-B4, using the standard statistical techniques described earlier in this section. Highlights of the data shown are:

- There is a low correlation between hypothesis one (criteria for selection of materials) and both component guideline adherence and overall project success;

- There is a high correlation between hypothesis one and the component success scores;

- There is a high correlation between hypothesis two (use of instructional supplements) and each of the three effectiveness indicators: component success score, component guideline adherence scores, and overall project success scores.

(b) Conclusions

The insignificant correlations between the key factors postulated in hypothesis one, the overall project success score, and the component guideline adherence score suggest two possibilities.

DATA TABLE III-B4

Materials
Acquisition and Development Component

COMPARISONS OF RESULTS WITH THE PROFILE ANALYSES AND GUIDELINE ADHERENCE SCORES OF BL/BC PROJECTS

		Project Success Scores (Overall)	Project Rank Order Based on:		Project Rank Order By Key Factors in the Hypotheses					
			Component Success Scores	Guideline Adherence Scores	H_1	H_2	H_3	H_4	H_5	
	Project	Rank								
Most Successful Projects	X1D01	1.0	2.0	1.0	3.5	2.0				
	X0C11	2.0	2.0	4.0	6.0	3.0				
	Y1C29	3.0	4.5	4.0	9.0	5.0				
	Z1C32	4.5	4.5	4.0	1.0	1.0				
	X2D05	4.5	2.0	2.0	2.0	6.0				
Least Successful Projects	X1D13	6.5	8.0	7.5	5.0	4.0				
	X1D23	6.5	8.0	9.5	7.0	8.0				
	Z1D33	8.5	8.0	9.5	8.0	10.0				
	Z2B35	8.5	8.0	6.0	3.5	7.0				
	Y1A27	10.0	8.0	7.5	10.0	9.0				
Columns	A	B	C	D	E	F	G	H	I	

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Data Table III-B5

Correlation Coefficients Between Project Success/Guideline Adherence Scores And Hypotheses for the Materials Acquisition and Development

	Hypotheses					
	H_1	H_2	H_3	H_4	H_5	
1. Project Success - Component (Col. C)*	.750	.850				
2. Guideline Adherence - Component (Col. D)*	.570	.730				
3. Project Success, Overall (Col. B)*	.370	.790				
4. Overal Project Success (Col. B)* and Guideline Adherence Component (Col. D)*						.790
5. Project Success, Overall (Col. B)* and Project Success Component (Col. C)*						.890
6. Guideline Adherence - Component (Col. D)* and Project Success Component (Col. C)*						.910
* Columns found on Data Table III B						

First, the two latter indicators do not measure the same factors, or key indices, as the key factors postulated in hypothesis one. The second possibility is that two projects (Y1C29 and Z2B35) may be sufficiently anomalous to have reduced the correlations. As shown in Data Table III-B4, Project Y1C29 is ranked 3.0 on project success score overall (column B), and 4.0 on the guideline adherence score (column D). On the key factors in hypothesis one, however, Project Y1C29 was ranked 9.0, substantially lower than the previous scores just noted. Project Z2B35 ranked 8.5 on project success scores overall and 6.0 on component guideline adherence, while for postulated key factors in hypothesis one this project was rated 3.5.

It may be concluded that, for the key factors postulated in the two hypotheses for materials acquisition and development, only those key factors in hypothesis two are significant to the bilingual education projects in this study. That is, the regular use of audio-visual aids, techniques and materials, and newly developed technologies are important for projects to be successful.

d. Staff Recruitment and Development

(1) Hypothesis Considerations

Several key factors, or indices, pertaining to staff recruitment and development were postulated as being very important to bilingual education project success. Among those indices were: a) recruitment of teachers with bilingual language skills, b) recruitment of aides from the target community, and c) orientation and in-service programs that prepare staff for classroom bilingual education activities.

(2) Postulation of Hypotheses

Considering the above factors, the following hypothesis was postulated:

Hypothesis One

"Projects rated as highly successful

a) will require teachers to be bilingual, or will provide sufficient in-service training to teachers to achieve this goal;

b) will select instructional aides primarily from the target community, and will provide an orientation and/or in-service training program to increase skills needed to assist teachers and aides in instructional areas; and

c) will assure that teacher and teacher aide competencies in instructional areas will be maintained through an ongoing in-service training program."

(3) Key Indices for Hypothesis Postulated

Key questions, or indices, in the field data collection instrument which were reviewed to determine the validity of the hypothesis postulated included: .

- The requirements for teacher and aide positions.
- The extent to which projects recruited teachers and aides from the ethnic groups served.
- The manner of determining how teachers and aides meet staffing qualifications.
- Project actions taken with teachers and aides who do not meet staffing qualifications.
- Descriptions of staff training efforts.
- The number of teachers and aides in staff training.
- How staff evaluates staff training efforts.

(4) Findings and Conclusions (Staff Recruitment and Development

(a) Findings

Data Table III-B6 shows the results of correlating the data recorded in Table III-B7. A review of the data highlights the following:

- Significantly high correlations exist between the hypothesized key factors and component success, component guideline adherence, and overall project success (lines 1, 2, and 3, Data Table III-B6).

- Significant correlations also exist between the following:

  1) Overall project success and component guideline adherence

  2) Overall project success and component success

  3) Component guideline adherence score and component success score (lines 4, 5 and 6 in Data Table III-B6)

(b) Conclusions

The above findings suggest that it is important for bilingual education projects to:

- Endeavor to recruit, hire, and retain teachers with bilingual abilities;

- Select teacher aides who are from the bilingual education project's target community; and

- Plan and implement orientation and in-service training programs designed to increase those teaching skills useful in bilingual education.

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Data Table III-B6

Correlation Coefficients Between Success Indicators/Guideline Adherence And Hypothesized Key Factors for the Staff Recruitment and Development Component

	Hypothesized Key Factors					
	H_1	H_2	H_3	H_4	H_5	
1. Component Success (Col. C)*	.846					
2. Component Guideline Adherence (Col. D)*	.827					
3. Overall Success (Col. B)*	.633					
4. Overall Project Success (Col. B)* and	Component Guideline Adherence (Col D)*					.897
5. Overall Project Success (Col. B)* and	Component Success Score (Col. C)*					.867
6. Component Guideline Adherence (Col. D)* and	Component Success Score (Col. C)*					.961

* Columns found on Data Table III B6

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DATA TABLE III-37

Staff Recruitment And Development Component

COMPARISONS OF RESULTS WITH THE PROFILE ANALYSES AND GUIDELINE ADHERENCE SCORES OF BL/BC PROJECTS

		Project Success Scores (Overall)	Project Rank Order Based on:		Project Rank Order By Key Factors in the Hypotheses					Rank Order Based on Composite of Key Factors in Hypotheses
	Project	Rank	Component Success Scores	Guideline Adherence Scores	H_1	H_2	H_3	H_4	H_5	
Most Successful Projects	X1D01	1.0	1.0	1.0	4.0					
	X0C11	2.0	2.5	3.5	3.0					
	Y1C29	3.0	2.5	2.0	1.0					
	Z1C32	4.5	4.5	3.5	2.0					
	X2D05	4.5	4.5	5.0	6.0					
Least Successful Projects	X1D13	6.5	7.0	6.5	8.0					
	X1D23	6.5	9.5	8.5	9.0					
	Z1D33	8.5	9.5	10.0	10.0					
	Z2B35	8.5	7.0	6.5	7.0					
	Y1A27	10.0	7.0	8.5	5.0					
Columns	A	B	C	D	E	F	G	H	I	

e. Parent and Community Involvement

(1) Hypothesis Considerations

Several key factors, or indices, pertaining to parent and community involvement were also considered to be important to project success. Among those indices were:

(a) An active, involved advisory group of parents and community residents;

(b) Involvement of parents and the community in extracurricular as well as classroom activities;

(c) Positive, frequent interaction among parents, teachers, project staff members, and community residents; and

(d) Designated community liaison staff member.

It was also believed that, in the more successful bilingual education projects, both the advisory committees as a whole, and the parents individually, would consider their involvement in and contribution to the bilingual education projects as important.

(2) Postulation and Hypotheses

Five hypotheses were postulated to be tested:

Hypothesis One

> "The most successful bilingual education projects will have an organized advisory group which:
>
> a) meets on a regular basis, and
>
> b) is involved in project activities such as planning, program operations, and evaluation."

Hypothesis Two

"Projects rated most successful will develop and carry out plans for:

a) parent and community resident participation in the classroom;

b) parent and community resident participation in extracurricular, project related activities; and

c) interaction between project staff, teachers, parents, and community residents."

Hypothesis Three

"The most successful projects will have a designated community liaison person who actively works with parents and community residents on project related activities, and/or extracurricular activities."

Hypothesis Four

"The most successful projects will have formally organized advisory committees who rate their involvement in the local BL/BC project as 'important' or 'most significant'."

Hypothesis Five

"The most successful bilingual education projects will have their parents rate their own involvement in the project 'highly' or 'most highly'."

(3) Key Indices for Hypotheses Postulated

Key factors in the field data collection instruments reviewed to determine the validity of the hypotheses postulated were:

- The role, authority, and activities of advisory committees in project planning, budgeting, and evaluation;
- Provisions made by the project for parent participation in classroom activities;
- Provisions made in project plans for including parents and community residents in project activities;
- Provisions made for parent and community resident employment in the project;
- Provision made for home visitation of parents by teachers and project staff;
- The hiring of a community liaison person by the project;
- Parent and advisory committee assessment of their role and involvement in the project.

(4) Findings and Conclusions (Parent and Community Involvement

(a) Findings

Data Table III-B8 shows the relative rank of the ten selected projects based on four factors:

- Project success scores, overall (column B);
- Project success score for the parent/community involvement component (column C);
- Guideline adherence scores for the parent/community involvement component (column D);
- Composite ranks as given by the judges for each hypothesis (columns E, F, G, H, and I).

DATA TABLE III-B8

Parent and Community
Involvement Component

COMPARISONS OF RESULTS
WITH THE
PROJECT SUCCESS AND GUIDELINE ADHERENCE SCORES OF BL/BC EDUCATION PROJECTS

		Project Ranking Based on Overall Success Scores	Project Rank Order Based on:		Project Rank Order By Hypotheses				
	Project	Rank	Component Success Scores	Component Guideline Adherence Scores	H_1	H_2	H_3	H_4	H_5
Most Successful Projects	X1D01	1.0	2.5	5.5	2.0	4.0	9.5		
	X0C11	2.0	2.5	2.5	5.0	3.0	1.0		
	Y1C29	3.0	5.0	2.5	3.0	2.0	4.0		
	Z1C32	4.5	2.5	1.0	1.0	8.0	5.0		
	X2D05	4.5	2.5	5.0	4.0	5.5	2.5		
Least Successful Projects	X1D13	6.5	6.0	7.0	10.0	7.0	6.0		
	X1D23	6.5	8.0	5.0	6.0	1.0	9.5		
	Z1D33	8.5	8.0	8.0	7.0	5.5	8.0		
	Z2B35	8.5	8.0	10.0	8.0	9.0	2.5		
	Y1A27	10.0	10.0	9.0	9.0	10.0	7.0		
Columns	A	B	C	D	E	F	G	H	I

Data Table III-B9 shows the results of correlating the data shown in Data Table III-B8 using standard statistical techniques. A review of the data shown on these tables highlights the high correlation of rankings based on different factors, as shown on Data Table III-B9, and supports the validity of the key factors which form the thrust of four of the five hypotheses tested. The low correlation shown for Hypothesis Five suggests that the key factors of this hypothesis were not significant in the bilingual education projects' success or guideline adherence scores and the rankings resulting therefrom. This finding may, however, stem primarily from the inclusion of one anomalous project, Y1A27 (column I, Data Table III-B8). The high ranking given Hypothesis Five by the judges, when compared to columns B, C, and D, represents an anomaly which was found to generate from the fact that parents involved with this project rated the extent of their activities "highly." This rating could, however, be more a self-perception on the part of the parents than a realistic assessment of their involvement.

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(b) Conclusions

With the exception of the key factors in Hypothesis Five, there are significantly high correlations in the parent and community involvement component between:

- The hypothesized key factors and the project success scores for this component;
- The guideline adherence scores for this component and the key factors stated in the hypothesis;
- The project success scores overall for the ten projects included in this analysis and the hypothesized key factors.

This analysis supports our earlier analysis and conclusion that the criteria used for determining project success for this component are correct.

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Data Table III-B9

Correlation Coefficients Between Project Success/Guideline Adherence Scores And Hypotheses for the Parent and Community Involvement

	Hypotheses					
	H_1	H_2	H_3	H_4	H_5	
1. Project Success - Component (Col. C)*	.655	.819	.661	.800	.288	
2. Guideline Adherence - Component (Col. D)*	.820	.750	.830	.860	.380	
3. Project Success, Overall (Col. B)*	.750	.640	.570	.850	.150	
4. Overal Project Success (Col. B)* and Guideline Adherence Component (Col. D)*						.810
5. Project Success, Overall (Col. B)* and Project Success Component (Col. C)*						.870
6. Guideline Adherence - Component (Col. D)* and Project Success Component (Col. C)*						.920
* Columns found on Data Table III B						

The high correlations found also indicate that the scores based on adherence to guidelines were valid and useful in identifying successful bilingual education projects, since ranking based on guideline adherence scores are highly correlated with the rankings based on the performance criteria contained in the hypotheses and the key factors inherent therein. Most importantly, however, analysis of the high correlations between rankings based on success and rankings based on Hypotheses One, Two, Three, and Four leads us to conclude that effective performance of key factors which make up these hypotheses may well be necessary for successful operation of a bilingual education project. These factors are:

- An organized advisory group active in project affairs;
- Provision for parent and community resident participation in project classrooms and extracurricular activities;
- Home visitation by teachers and project staff;
- Provision for employment in the project by project parents and community residents; and
- The employment of a project community liaison person.

f. Planning

(1) Hypothesis Considerations

Planning is an integral part of all BL/BC education projects. Several key factors in planning were postulated as being important to project success. Among these were:

- An adequate assessment of needs;
- Documentation of target student language dominance and competence;
- Educational deficiencies of the target students;
- An analysis of how bilingual education can meet the needs; and
- The identification and use of sound educational principles for teaching BL/BC education subjects.

(2) Postulation of Hypotheses

Considering the above factors, the following hypotheses were postulated:

Hypothesis One

"Projects rated as highly successful will have assessed and documented the need for bilingual education in terms of:

a) The specific ethnic and language characteristics of the target pupils;

b) Student competence in both languages;

c) The specific problems related to language and/or educational deficiencies;

d) How a bilingual education program could minimize or eliminate identified deficiencies."

Hypothesis Two

"Projects rated as highly successful will have used educationally sound principles for choosing an approach or method for teaching bilingual/bicultural education."

(3) Key Indices for Hypotheses Postulated

Key questions, or indices, in 'The Handbook for the Spanish Bilingual/Bicultural Study Project" which were reviewed to determine the validity of the hypotheses postulated were:

- How the project's assessment of needs documents and investigates:
  - a) the extent to which English is not the dominant language,
  - b) language competence, and
  - c) educational deficiencies.

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- The basic approach pattern or method selected for teaching bilingual education;
- The rationale for choosing the basic approach pattern or method for teaching bilingual education.

(4) Findings and Conclusions (Planning)

(a) Findings

Data Tables III-B10 and III-B11 show the data available and the results of correlating these data. As shown, there is a significantly high correlation between each of the two hypotheses and component success scores, component guideline adherence scores, and overall project success scores. A significant correlation also exists between the following:

- Overall project success and component guideline adherence scores;
- Overall project success and component success scores;
- Component guideline adherence score and component success score.

Planning Component

DATA TABLE III-B10

COMPARISON OF THE RESULTS WITH THE PROFILE ANALYSES AND GUIDELINE ADHERENCE SCORE OF BL/BC PROJECTS

		Project Success Scores (Overall)	Project Rank Order Based on:		Project Rank Order by Key Factors in the Hypotheses				
	Project	Rank	Component Success Score	Guideline Adherence Score	H_1	H_2	H_3	H_4	H_5
Most Successful Projects	X1D01	1.0	1.5	5.0	6.0	1.0			
	X0C11	2.0	1.5	2.5	1.0	5.0			
	Y1C29	3.0	4.0	2.5	2.0	3.0			
	Z1C32	4.5	4.0	2.5	4.5	4.0			
	X2D05	4.5	4.0	2.5	3.0	2.0			
Least Successful Projects									
	X1D13	6.5	7.5	6.0	4.5	6.0			
	X1D23	6.5	7.5	7.0	9.0	8.0			
	Z1D33	8.5	7.5	10.0	10.0	10.0			
	Z2B35	8.5	7.5	8.5	7.0	7.0			
	Y1A27	10.0	10.0	8.5	8.0	9.0			
Columns	A	B	C	D	E	F	G	H	I

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Data Table III-B11

Correlation Coefficients Between Project Success/Guideline Adherence Scores And Hypotheses for the Planning Component

	Hypotheses					
	H_1	H_2	H_3	H_4	H_5	
1. Project Success - Component (Col. C)*	.712	.833				
2. Guideline Adherence-Component (Col. D)*	.900	.327				
3. Project Success, Overall (Col. B)*	.709	.858				
4. Overal Project Success (Col. B)* and Guideline Adherence Component (Col. D)*						.821
5. Project Success, Overall (Col. B)* and Project Success Component (Col. C)*						.964
6. Guideline Adherence-Component (Col. D)* and Project Success Component (Col. C)*						.806
* Columns found on Data Table III B						

(b) Conclusions

The significantly high correlations between the key factors hypothesized, the component and overall success scores, and the component guideline adherence scores indicate that, for the projects to be successful, they must include in their Title VII (Bilingual Education) Program plan provisions for these key factors. Specifically:

- Documentation and assessment of the language dominance, language competence, and educational deficiencies of the target population;
- A detailed analysis of how a bilingual education program could minimize or eliminate identified deficiencies or produce the educational objectives of the local education agencies;
- The incorporation of accepted modern education principles and methods for teaching bilingual education.

g. Evaluation

(1) Hypothesis Considerations

Several key factors pertaining to evaluation, postulated as being very important to project success, were:

a) a regular assessment of student progress,

b) use of standardized instruments that measure pupil progress,

c) use of qualified, trained personnel to carry out overall program evaluation,

d) regular and active participation by evaluation personnel in planning, implementation, and assessment of project goals and objectives.

It was believed that evaluation activities should focus on both assessment of pupil progress and achievement of overall program goals and objectives by active participants in the bilingual program.

(2) Postulation of Hypotheses

The study team postulated two evaluation hypotheses to be tested with the data available:

Hypothesis One

> "The evaluation design of the most successful projects will provide for regular assessment of student progress in the form of measurable outcomes. Standardized test instruments will be used in this assessment."

Hypothesis Two

> "The more successful projects will use trained and qualified personnel to carry out the overall evaluation. These individuals will be actively involved, and regularly participate in the decision-making, implementation, and assessment of project goals."

(3) Key Indices for Hypotheses Postulated

Key questions, or indices, in the field data collection instrument reviewed to determine the validity of the hypotheses were:

- The planned role of evaluation in planning, management, and operations;
- The specific evaluation design used at each project;
- The use of instruments, data collection procedures, and analytic techniques capable of valid and reliable measurement of pupil progress;
- The implementation of the evaluation plan;
- The participants in evaluation activities;
- The effects of evaluation activities on planning, management, and operations.

(4) Findings and Conclusions (Evaluation)

(a) Findings

Data Table III-B13 shows the results of correlating the data shown in Data Table III-B12 using standard statistical techniques. A significantly high correlation exists between both hypothesized key factors and component success, component guideline adherence, and overall project success. A significant correlation also exists between:

- Overall project success and component guideline adherence;
- Overall project success and component success score;
- Component guideline adherence score and component success score.

(b) Conclusions

The high correlation between rankings based on success and guideline adherence and those based on the hypothesized key factors indicate that, for bilingual education projects to perform effectively in the evaluation component, they should:

- Carry out regular assessment of pupil progress;
- Use standardized instruments capable of measuring pupil achievement;
- Involvement of trained and qualified evaluation personnel in planning, implementing, and assessing both pupil progress and overall project activities.

h. Management and Administration

(1) Hypothesis Considerations

The Title VII guidelines make considerable administrative demands on BL/BC education projects. Many of these

DATA TABLE III B12

Evaluation Component

COMPARISONS OF RESULTS WITH THE PROJECT SUCCESS AND GUIDELINE ADHERENCE SCORES OF BL/BC EDUCATION PROJECTS

		Project Ranking Based on Overall Success Scores	Project Rank Order Based on:		Project Rank Order By Hypotheses					Rank Order Based on Composite of Hypotheses
	Project	Rank	Component Success Scores	Component Guideline Adherence Scores	H_1	H_2	H_3	H_4	H_5	
Most Successful Projects	X1D01	1.0	3.0	6.0	2.0	2.0				2.0
	X0C11	2.0	5.0	3.5	3.0	3.5				3.0
	Y1C29	3.0	1.5	1.0	5.0	3.5				4.0
	Z1C32	4.5	1.5	3.5	1.0	1.0				1.0
	X2D05	4.5	5.0	3.5	7.0	6.5				6.0
Least Successful Projects	X1D13	6.5	8.0	8.0	6.0	8.0				7.0
	X1D23	6.5	5.0	3.5	4.0	5.0				5.0
	Z1D33	8.5	8.0	8.0	8.0	6.5				8.0
	Z2B35	8.5	8:0	8.0	9.0	9.0				9.0
	Y1A27	10.0	10.0	10.0	10.0	10.0				10.0
Columns	A	B	C	D	E	F	G	H	I	J

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<table>
<tr><td colspan="7">Evaluation Component</td></tr>
<tr><td colspan="7">DATA TABLE III-B13</td></tr>
<tr><td colspan="7">CORRELATION COEFFICIENTS BETWEEN SUCCESS INDICATORS/GUIDELINES ADHERENCE AND HYPOTHESIZED KEY FACTORS</td></tr>
<tr><td rowspan="2"></td><td colspan="5">Hypothesized Key Factors</td><td rowspan="2">Composite of Key Factors</td></tr>
<tr><td>H_1</td><td>H_2</td><td>H_3</td><td>H_4</td><td>H_5</td></tr>
<tr><td>1. Component Success (Col. C)*</td><td>.833</td><td>.921</td><td></td><td></td><td></td><td></td></tr>
<tr><td>2. Component Guideline Adherence (Col. D)*</td><td>.661</td><td>.739</td><td></td><td></td><td></td><td></td></tr>
<tr><td>3. Overall Success (Column B)*</td><td>.809</td><td>.827</td><td></td><td></td><td></td><td></td></tr>
<tr><td>4. Overall Project Success (Col. B)*</td><td>and</td><td colspan="4">Component Guideline Adherence (Col. D)*</td><td>.727</td></tr>
<tr><td>5. Overall Project Success (Col. B)*</td><td>and</td><td colspan="4">Component Success Score (Col. C)*</td><td>.821</td></tr>
<tr><td>6. Component Guideline Adherence Score (Col. D)*</td><td>and</td><td colspan="4">Component Success Score (Col. C)*</td><td>.879</td></tr>
<tr><td colspan="6">*Columns found on Data Table III B12</td><td></td></tr>
</table>

demands, however, are technical in nature (e.g., reporting, financial, etc.) and only partially cover management areas. Despite this, it is generally felt that project management is important to successful project operations. Given this, the study team postulated a series of key factors as being important to project success. They were:

a) the presence of a strong positive management relationship between the LEA and the project;

b) clear lines of responsibility and authority;

c) the development and use of a realistic work plan; and

d) leadership by a project director with both educational and administrative skills.

(2) Postulation of Hypotheses

Using these major management factors, the study team next postulated three hypotheses to be tested with the available data. They were:

Hypothesis One

> "Projects rated as highly successful will be organized so that strong participatory bonds are established between the local school district, the BL/BC education project staff, and the local community. This is generally evidenced by:
>
> - Provisions having been made for autonomy of action by the project staff but within the general rules and policies of the school district;
> - Duties and responsibilities of each individual in the management chain being clearly and distinctly defined;
> - Responsibility for the project being assigned to its director only."

Hypothesis Two

"A project rated as highly successful will have a realistic, well developed project work plan covering all major component areas, and will follow the actions spelled out in the plan."

Hypothesis Three

"A project rated as highly successful will be led by a well-versed educational organization manager who is:

- A qualified educator/administrator;
- Bilingual/bicultural in the language and culture concerned;
- Familiar with the community and the school district;
- Sensitive to the need for good public relations."

(3) Key Indices for Hypotheses Postulated

The key questions in the field data handbook which were collected in the study were reviewed to test the validity of these hypotheses. Summarized, those questions were:

- A clearly drawn organizational chart showing lines of authority and responsibility which are being implemented;
- Existence of a written project work plan, which is being followed;
- Existence of criteria for the selection of the project director.

(4) Findings and Conclusions (Management and Administration)

(a) Findings

Data Table III-B14 shows how the results of the ratings of hypothesized key factors in each of the three hypotheses for this component relate to:

- Project success scores overall;
- Project success scores for the management and administration component;
- Guideline adherence scores for the management and administration component.

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Data Table III-B15 shows the results of correlating the data on Data Table III-B14 using standard statistical techniques.

Analysis of these tables indicates that, for the key factors in Hypothesis One, there is a highly significant correlation between the factors and overall project success, component guideline adherence, and component success scores. This is not the case for the factors in Hypotheses Two and Three. There is significant correlation of the factors in these two hypotheses only with the overall project success scores.

(b) Conclusions

The correlation coefficients for this component present a very mixed picture. While it is clear that the organizational relationship between the BL/BC project and the LEA (Hypothesis One) is important to component success, guideline adherence, and overall success, the statistics also tend to show that following a workable plan (Hypothesis Two) and having a good project director (Hypothesis Three) are relatively more important for project success. This suggests that the effects of Hypotheses Two and Three are more apparent in the other programmatically oriented components, e.g.,

DATA TABLE III B-14

COMPARISONS OF RESULTS WITH THE PROJECT SUCCESS AND GUIDELINE ADHERENCE SCORES OF BL/BC EDUCATION PROJECTS

		Project Ranking Based on Overall Success Scores	Project Rank Order Based on:		Project Rank Order By Hypotheses					
	Project	Rank	Component Success Scores	Component Guideline Adherence Scores	H_1	H_2	H_3	H_4	H_5	
Most Successful Projects	X1D01	1.0	2.5	5.5	2.0	4.0	9.5			
	X0C11	2.0	2.5	2.5	5.0	3.0	1.0			
	Y1C29	3.0	5.0	2.5	3.0	2.0	4.0			
	Z1C32	4.5	2.5	1.0	1.0	8.0	5.0			
	X2D05	4.5	2.5	5.0	4.0	5.5	2.5			
Least Successful Projects	X1D13	6.5	6.0	7.0	10.0	7.0	6.0			
	X1D23	6.5	8.0	5.0	6.0	1.0	9.5			
	Z1D33	8.5	8.0	8.0	7.0	5.5	8.0			
	Z2B35	8.5	8.0	10.0	8.0	9.0	2.5			
	Y1A27	10.0	10.0	9.0	9.0	10.0	7.0			
Columns	A	B	C	D	E	F	G	H	I	

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Data Table III-B 15

Correlation Coefficients Between Project Success/Guideline Adherence Scores And Hypotheses for the Management and Administration

	Hypotheses					
	H_1	H_2	H_3	H_4	H_5	
1. Project Success - Component (Col. C)*	.776	.346	.349			
2. Guideline Adherence-Component (Col. D)*	.809	.546	.221			
3. Project Success, Overall (Col. B)*	.767	.612	.194			
4. Overal Project Success (Col. B)* and Guideline Adherence Component (Col. D)*						.788
5. Project Success, Overall (Col. B)* and Project Success Component (Col. C)*						.894
6. Guideline Adherence-Component (Col. D)* and Project Success Component (Col. C)*						.787

* Columns found on Data Table III B

instructions, materials, etc., than they are in the management and administration component itself. This would account for their high correlations with overall success and their low intra-component correlations. Both logic and a review of Title VII guidelines and success criteria support this view in that they focus largely on the reporting, finance, and organizational areas. Hypotheses Two and Three, however, deal with the areas of leadership, guidance, and supervision which impact more on the programmatic areas.

Given the above, we conclude that:

- The organizational relationship between the project and the LEA is important both to overall success and effective management and administration;
- Following a well developed work plan is important to overall project success;
- A good educational organization manager is important to overall project success.

C. Other Conclusions

1. The hypotheses anlysis undertaken as outlined in paragraph B above resulted in a rank order of projects by component. The rank order of these projects, by component, were then totaled for all components. These final scores, rank-ordered, represent the relative position of each project across all component factors. Data Table III-C1 shows both the individual component and overall rank arrived at. For these projects a rank order correlation coefficient between overall component factors and overall component success was found to be highly significant (0.927). The strong association between the two seems to indicate that each is a good measure of the other, that is, overall the criteria for project success and the combined effect of the hypothetical factors are either directly related to each other, or both are directly related to other factors. In either case, it is apparent that the two measures have a great deal in common. Similarly, the correlation between guideline adherence

COMPARISON, PROJECT SUCCESS RANKING (OVERALL) vs COMPOSITE RANK (ALL HYPOTHESES)

Project Codes	Ranking (Project Success) -Overall-	Ranking Based on Hypotheses Tests, Composite, All Judges							Composite Rank	
		Instruction	Materials Acquisition	Staff Recruitment	Parent/ Community Involvement	Planning	Evaluation	Management and Administration	All Component Ranks	Rank
X1D01	1	3.0	2.0	4.0	1.0	4.0	2.0	1.0	17.0	1
X0C11	2	2.0	4.5	3.0	2.0	3.0	3.0	3.0	20.5	2
Y1C29	3	5.5	7.0	1.0	4.0	1.5	4.0	2.0	25.0	4
Z1C32	4	4.0	1.0	2.0	7.0	5.0	1.0	6.0	26.0	5
X2D05	5	1.0	3.0	6.0	3.0	1.5	6.0	4.0	24.5	3
X1D13	6	5.5	4.5	8.0	6.0	6.0	7.0	10.0	47.0	6
X1D23	7	8.0	8.0	9.0	10.0	8.5	5.0	5.0	53.5	7
Z1D23	8	10.0	9.0	10.0	8.0	10.0	8.0	7.0	62.0	10
Y2B35	9	7.0	6.0	7.0	9.0	7.0	9.0	9.0	54.0	8
Y1A27	10	9.0	10.0	5.0	5.0	8.5	10.0	8.0	55.5	9

Correlation, Project Success Rank (Overall) vs Composite Hypotheses Rank (Overall): 0.927

and the hypothetical factors for these projects was found to be significant. Thus, we conclude all three measures of project proficiency are highly interrelated and their results mutually supportive.

The above calculation is important as a reinforcement of the key factors, or success factor, isolated by our various analytic techniques. In general, each technique highlighted the same factors. Thus, this analytic support lends further credence to the factors isolated as being important to project success as outlined in section A. 3 above. Therefore, we proceeded to finalize the list of "Successful Project Attributes" as required by the objectives of the study. Figure III-C1 lists successful project attributes in order of relative importance, at project start-up and during project operations.

2. In following the dictates of the BL/BC education study, the team, both as a result of its observations and its analysis of the empirical data gathered, must conclude that Title VII projects are causing significant institutional change at the local levels of school systems and communities. Positive evidence of this could be observed in the attitudes of administrators and teachers, and their progress in grasping both the cultural and social impact of bilingual/bicultural education activities in their areas of endeavor. Of particular significance was the positive manner in which local and state funds are being allocated for:

- Increasing the size and scope of bilingual education activities;
- Incorporating the philosophy and concepts of bilingual education into the total school system;
- Enhancing timely absorption of BL/BC education projects into normal school organization and operations.

Because of the above, new awareness, respect, and cooperation has developed between project parents and members of the school staff, with a resultant impact in the classroom via curriculum inputs and classroom assistance from parents.

3. The Title VII program is quite young. Bilingual education is also an area of few educational traditions, and in which little research has been accomplished. In addition, bilingual education places much more severe demands on the school system

"Successful BL/BC Education Project Attributes"

Successful bilingual/bicultural education projects:

- At Start-up -

- Recruit and appoint a bilingual, experienced educator/administrator/manager to the office of project director ⑤
- Assign total responsibility for BL/BC education, including instructional staff, to the director ⑤
- Recruit bilingual/bicultural teachers and instructional assistants whenever possible ⑤
- Assure that teachers have: ⑤
    - -- Experience teaching the target population
    - -- Empathy for the target languages and cultures
    - -- Specialized training in ESL and SSL teaching methods
    - -- Motivation and dedication for BL/BC education concepts
- Develop an advisory committee with representatives from project staff, the parent group, and the community, oriented in BL/BC education, which advises on program planning, evaluation, and other project activities ③
- Assure that a "Planning Team" is identified and that the team develops and maintains current a plan which: ⑤
    - -- Defines and documents bilingual education needs
    - -- Definitively assesses LEA's bilingual education capabilities
    - -- Identifies, analyzes, and proposes solutions to problems
    - -- Establishes goals, objectives, and action items
    - -- Establishes standards for measuring accomplishments
- Assure that the planning process actively involves the LEA staff, BL/BC education project teachers and aides, and community representatives, including parents ⑤
- Assure that well designed BL/BC education curricula which develop language competency, academic skills, and cultural heritage are implemented. This is evidenced by: ⑤
    - -- Spanish and English being taught as a first or second language according to the needs of the students
    - -- One or more academic subjects being initially taught in the dominant language
    - -- Experiences being provided which develop the student's awareness and appreciation for both cultures
    - -- Innovative teaching practices being used in the development of the BL/BC education program
- Assure that all sources of materials are explored, exploited, and that selection and/or development of materials is a task shared by the total BL/BC education staff -- including consultants and, if possible, parents and community ④
- Provide a working plan containing time-phased milestones and systematic techniques for monitoring planned accomplishments and for reporting problems and implementing problem-solving actions ⑤
- Acquire, adapt, and/or develop materials in the target language and in all subject areas so that ample supplies are available in all BL/BC education classrooms ⑤
- Assure staff training is accomplished as a team or group effort and emphasize: ④
    - -- Working together in the classroom
    - -- Joint problem solving
    - -- Professional advancement in an individual career ladder

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FIGURE III-C1

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Successful bilingual/bicultural education projects:

- During Operation -

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- Actively implement the plan, as written, or timely modify the plan to reflect what has been implemented ④
- Provide in-service staff training at least bi-yearly, weekly staff meetings, curriculum enhancement sessions, tests, and report reviews ⑤
- Motivate teachers to use innovative teaching practices in the instructional program ②
- Use instructional aides as instructional assistants rather than classroom helpers ④
- Implement a well-defined evaluation plan designed to: ⑤
  - -- Measure progress towards meeting objectives
  - -- Identify problems and suggest solutions
  - -- Make "evaluation" an integral part of instructional and management program
- Make continuous assessments of staff training needs and provide mandatory, in-service training during the year ⑤
- Involve parents in BL/BC education activities so that they visit activities frequently and volunteer to assist in BL/BC field and cultural activities ②
- Provide for clear administrative practices which enhance communications at all levels and with all project elements ④
- Provide an organizational chart which clearly defines lines of authority and details job descriptions for each member of the BL/BC educational project staff ④

FIGURE III-C1

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than any other similar effort, i.e., the need for bilingualism, biculturalism, new teaching techniques, new materials, curricula, etc. Despite all this, and in only four years, the program has made an impressive start. While we were able to gather little or no empirical data on these points, judgment strongly suggests that children are being reached, and that many of the program objectives are being achieved.

4. Again, observation and judgment led us also to conclude that equal or greater success could be attained in the future if various forms of well managed services and assistance were provided. This was particularly true in the areas of materials, pupil placement and assessment, and teacher training and development.

5. BL/BC education projects have opened new vistas of cultural pluralism, School systems are opening up to many different cultures and accepting their contributions to well rounded education programs. Not only have these fears proved groundless, but the reverse has occurred. The projects are impacting the English-dominant child positively. Teachers have been forced, due to the lack of teaching tools, to be both creative and innovative in their approach to teaching and materials development. Positive effects have also been felt in the regular school program where adaptations have had to take place to provide for BL/BC education program adoption.

6. One might ask, "Why has the Title VII program made an impressive start?"
The study team believes the answer is both human and philosophical. It is human in that the people who staff the projects do so with a large measure of commitment, hard work, and zeal which has somehow managed to overcome the many obstacles they faced, including the lack of key skills and facilities. It is philosophical in that it is clear BL/BC education is an idea whose time has come. Almost without exception we found parents, teachers, staff. . . and even children, excited about bilingual/bicultural education.

7. One might also ask, "What has been the role of Title VII guidelines in promoting this success?" While there is little objective data with which to address this question, it was the study team's view that guidelines have played a generally neutral role in achieving project success. We found, again generally, that where projects viewed the guidelines as a starting point, or as a set of broad parameters, for operation, they tended to score high in their rankings as to project success. Where projects rigidly conformed to the letter of the guidelines without a true validation of their specific application and purpose, and pursued these guidelines as ends in themselves, the projects generally scored low in success rankings. This, of course, directly relates to the point made in the above paragraph with regard to the types of people staffing the projects. We conclude from this that the guidelines probably have their major focus in procedural and administrative concerns and products, i.e., a plan, an evaluation report, a needs assessment, etc., rather than emphasizing process and utilization factors, i.e., implementing and using the plan, planning and evaluation, making a quality needs assessment, etc. Thus, we believe that if there is to be a uniformly high level of success in the average BL/BC education project, the guidelines must demand and motivate all projects to perform creatively and in complete regard to local needs. This will require that the guidelines have a clear emphasis on process and implementation factors in addition to the product emphasis already therein.

8. The critical factors in project success which emerged from this study overwhelmingly stress implementation skills. The ability to translate ideas into actions, to make things happen for the students, was the most striking characteristic of the more successful projects.

IV. CONSIDERATION OF THE APPROPRIATENESS OF "SPECIAL (SUPPORT SERVICE CENTER) PROJECTS"

A. Background

When the bilingual education program was first funded in 1969, there were few or no curriculum models available. Instructional materials were also lacking. Deficiencies in instructional, cultural, testing, and curriculum materials to support bilingual-bicultural education were defined early by the Title VII Education Program Office, and as a result, the U.S. Office of Education determined that if the Title VII Educational Program was to attain momentum, the same quality of materials must be available in the language of the target communities as was available in English. Two materials acquisition efforts were initiated in attempts to bring these types of materials to the classroom:

- Development and/or adaptation of materials
- Importation of materials from other countries

Early planning (1971) by the U.S. Office of Education with regard to materials development and acquisition placed high priority on curriculum and materials development in the Spanish language. Emphasis was on language skills, content areas, and cultural heritage.

U.S.O.E.'s efforts in curriculum and materials development were channeled into two particular program approaches: the funding of educational institutions for specific services and/or products in the curriculum and materials development area; and the funding of "special" Title VII projects, or centers geared to specific curriculum and materials development aspects. Within the latter category of projects or centers, U.S.O.E. initially funded six projects, two of which are no longer in operation. Some of the centers or projects established had a national scope in terms of their efforts, while other projects worked within a narrowly defined scope related to special needs of bilingual education projects.

B. Goals and Objectives

One of the planned goals of the BL/BC education study was to:

> "Analyze the appropriateness of four 'special projects' operating with a national focus to determine the extent to which local BL/BC education projects use or plan to use the products or services of these 'special projects'."

This section deals specifically with this goal. The projects, which are discussed below, are:

- The Materials Acquisition Project, San Diego, California
- The Dissemination Center for Bilingual-Bicultural Education Materials, Austin, Texas
- The Multilingual (Spanish/English) Assessment Center, Stockton, California
- The Spanish Curricula Development Center, Miami, Florida

C. Description of the "Special Projects"

It should be noted that the Materials Acquisition Project in San Diego and the Dissemination Center in Austin are more accurately described as support centers, while the Multilingual Assessment Project in Stockton and the Spanish Curricula Development Center in Miami are engaged in developing materials and other products. Therefore, only the former two centers have been servicing the Title VII K-3 project community. The latter have used Title VII K-3 projects only for field testing purposes. At a later date their products will be disseminated through the Dissemination Center or other designed agencies.

1. Centers Providing Support to Title VII Projects:

a. The Materials Acquisition Project

The idea of a Materials Acquisition Project was conceived in the Office of Education in the spring of 1970, and was initiated in FY 1970-71. The purpose of the project was to systematically search out those instructional materials that would prove most useful to Spanish and Portuguese bilingual programs in the United States. This search was to be accomplished by sending persons, well versed in curricular offerings at the elementary and secondary levels, to Spain, Portugal, and Latin America to acquire materials. From the materials acquired on the initial trip, annotated lists were to be developed, printed, and published. Dissemination of information about these materials was to be accomplished through distribution of these annotated lists.

The long-range goal of the project was to make available to teachers of elementary and secondary bilingual-bicultural education classes in the United States information concerning instructional materials currently published in Spanish or Portuguese-speaking countries. Specific project objectives were outlined as follows:

- To identify and acquire sample copies of educational materials from abroad which may be useful for bilingual-bicultural instruction in this country. These materials include audio tapes, textbooks and supplementary materials, recordings, and slides.
- To evaluate acquired materials, to feature by means of monthly articles in a project magazine, or to list in the magazine, by educational area and level, those materials that have potential value for BL/BC instruction.
- To field-test materials in BL/BC education classes and obtain evaluations based on their actual use and sample lessons developed by the teachers who use them.
- To identify comparable elements in texts acquired by the project and in texts in English, and to establish parallel lists of tests.
- To publish the sample lessons, parallel lists, and evaluation data to aid the readers in making appropriate selections and in using the materials effectively.

b. The Dissemination Center for Bilingual-Bicultural Education Materials

The Dissemination Center for Bilingual-Bicultural Education serves as a national clearinghouse for BL/BC education instructional products and professional information services. The Center, with headquarters in Austin, Texas, bases its operation primarily on a practical application of materials assessment, reproduction, and dissemination processes. It also renders professional services to locally operated programs under Title VII.

The Center currently directs itself to the following goals:

- To determine which Title VII project-developed materials are suitable for duplication and distribution.

- To reproduce and distribute selected project-developed materials on the basis of need as established by requests for materials.
- To survey BL/BC education instructional materials available commercially, including those being used or adapted by Title VII ESEA projects.
- To publish and distribute monthly annotated lists of suitable project or commercially developed materials.
- To implement a feedback system for selected materials to determine their effectiveness with specific target populations.
- To effect a positive increase in inter-project communication throughout the country so that redundancies resulting in duplication of effort are measureably decreased.

2. Centers Established to Develop Products for Title VII Projects:

a. The National Multilingual (Spanish/English) Assessment Project

The National Multilingual Assessment Project has been in operation since 1970. Initially, the program established three major goals:

- assessment
- pupil placement
- teacher training

During the course of its existence, the project has been located at three different locations. Initially, it was located in Riverside, California (1970-71). The project moved to Stockton, California, in July 1971, and was designated the parent project of a New York component organized in late 1971 and located in Brentwood, L.I., New York.

Currently, the project is located in Stockton, with the Stockton Unified School District serving as the local education agency. Model test sites for the project were established in California, Colorado, New Mexico, Texas, and New York. The current project consists of components at Stockton and Brentwood, with test sites in Alburquerque, New Mexico; Woodburn, Oregon; Stockton, California; Alamosa, Colorado; and Pharr and San Juan, Texas.

The Multilingual Assessment Project has established the following goals:

- The assessment of skills, competencies, and characteristics of children whose primary language is other than English.
- The development of procedures to be used in determining appropriate pupil placement for these children, and the development of a model assessment board.
- The provision of in-service training programs for teachers who are unfamiliar with children whose social-cultural patterns are different from their own.

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b. The Spanish Curricula Development Center

The Spanish Curricula Development Center was established in 1970 for the purpose of creating primary block Spanish curricula to support Spanish English bilingual education progams. Over a period of five years, the center plans to produce, field test, and revise 48 multi-disciplinary, multimedia Spanish curricula kits, of which 16 will be for the first grade, 16 for the second grade, and 16 for the third grade. Each kit will be designated as a two-to-three week unit and will contain materials for teachers and pupils conducive to the development of five strands of Spanish. These are:

- Spanish Language Arts - Vernacular
- Social Science
- Fine Arts
- Science/Mathematics
- Spanish as a second language

The materials are planned to be designed so that they may be used independently or in combination with the materials for other strands in the kit. Formal field trials will be conducted in approximately 26 centers located in different parts of the country.

The general objectives of the Spanish Curricula Development Center are:

- To create Spanish instruction guides and support materials for five subject matter areas at the primary level (grades 1-3): Spanish Language Arts - Vernacular, Social Science, Science/Mathematics, Fine Arts, and Spanish as a Second Language.

- To field test Spanish instruction guides and support materials for five subject matter areas in selected bilingual education projects around the nation, and collect feedback and evaluation data.

- To produce revised materials in five editions: A Revised General Edition (for mixed populations), a Southwest Edition (Mexican American), a Northeast Edition (Puerto Rican), a Southeast Edition (Cuban), and a French Edition.

- To field test the revised and regional editions in selected bilingual education projects, and collect feedback and evaluation data for use by the National Dissemination Center for Bilingual-Bicultural Education or other such agencies as might be designated by the funding source.

Additional information on the organization, operation, achievements and current tasks under way for these projects is available in the four individual case studies which have been forwarded under separate cover to the U.S. Office of Education.

D. Presentation of Findings Related to Support Service Centers

1. Need for Support Service Centers:

The sampling of 34 kindergarten through third grade BL/BC education projects provides a keen insight into the necessity for the professional services, instructional materials, curricula, and evaluative technique needs which "Special Projects" are addressing. Progress in meeting these needs, however, has been slow. Unique in their consistency were the comments of concern expressed by BL/BC education project directors and their staffs with reference to availability and dissemination of materials.

Project directors were asked whether they had much difficulty, some difficulty, or no difficulty in obtaining materials for project start-up. Results showed that 68% of the directors expressed either much difficulty (16 projects) or some difficulty (7 projects). (For further tabulation of data on this subject, see Data Table V-C6 in Section V of this report.) This was further reinforced by responses from teachers, i.e., 62% expressed either much difficulty (11 projects) or some difficulty (10 projects).

2. Use of Support Service Centers

In the interest of determining the extent of BL/BC education projects' knowledge of and requests for special project services, several questions were posed to project directors and curriculum specialists. They were asked:

> "Are project personnel aware of the existence of Support Service Centers? Are they informed of the services provided by these Centers?"

Twenty-seven projects (79%) knew of and were aware of the services provided by all centers; five had knowledge of some centers and/or their services, but not of all centers, while two project directors were unaware of the support service centers. (See Data Table V-C5, Section V, this report.)

In attempting to obtain information regarding the use of the special projects and illuminate how BL/BC education projects rated their cooperation and service quality, the following questions were asked of project directors and other staff personnel:

- "Does this project currently utilize a Support Service Center? If so, which ones?"
- "How would you rate the cooperation received? Excellent, good, fair, or poor?"

Analysis of the answers to these questions has shown the following:

- Twenty-six or 76% of all the thirty-four projects currently utilize a Support Service Center. (See Data Table V-C7 in Section V.) This is contrasted to the responses on support service centers obtained from teachers. In 19 projects, teachers listed the support service centers as major services for materials.
- Twenty project directors rated the cooperation of San Diego as being excellent or good; 17 project directors rated the Austin project as being excellent or good (see Data Table IV-D1).

- Seventeen project directors rated San Diego as providing excellent or good service; eleven project directors rated Austin as providing excellent or good service. (These data are shown in Data Table IV-D2.)

3. Demand for Additional Support Services

In attempting to define how support services could be improved, project directors and curriculum specialists were asked, "How could support service centers improve their services to you in the following areas?"

- Materials acquisition
- Materials development
- Materials dissemination
- Curriculum development
- BL/BC education training
- Pupil placement
- Evaluation

Project directors were also asked, "Do you feel there are other functions which should be performed by a support service center with a National focus?" A wide variety of responses to these two questions was recorded. (For a synthesis of responses to the latter question, see Data Table IV-D3.)

E. Findings Related to Special Projects

1. Materials Acquisition

- Numerous items of BL/BC education materials have been acquired from foreign countries, i.e.:

From Spain	14,098 items
From Portugal	2,756 items

DATA TABLE IV-D1

RATING OF SPECIAL PROJECT COOPERATION

	San Diego Project #1		Austin Project #2	
	Number	Number	Number	Number
Excellent	12	35	5	15
Good	8	24	12	35
Fair	3	9	4	12
Poor	0	0	0	0
No Response	11	32	13	38
TOTAL	34	100	34	100

DATA TABLE IV-D2

RATING OF QUALITY OF SERVICE PROVIDED BY SPECIAL PROJECTS

	San Diego Project #1		Austin Project #2	
	Number	Number	Number	Number
Excellent	7	21	4	12
Good	10	29	7	21
Fair	3	9	6	17
Poor	0	0	0	0
No Response	14	41	17	50
TOTAL	34	100	34	100

DATA TABLE IV-D3

Do you feel there are other functions which should be performed by a Support Service Center with a National focus?

Recommendation	Frequency*
1. None or no response	10 Projects
2. Develop and implement teacher and BL/BC staff training	8 Projects
3. Develop and validate pupil testing materials	4 Projects
4. Develop a BL/BC education public relations program or newspaper.	3 Projects
5. Provide samples of BL/BC education materials available	2 Projects

*Some projects gave multiple recommendations.

From North and Central America	2,126 items
From South America.........................	2,459 items

These materials, on file at material acquisition projects, are, for the most part, books for instruction and storybooks. Since teachers' guides and workbooks are just coming into vogue as teaching tools in the hispanic world, the books as a rule do not come equipped with these aids. The same can be said about the use of tests.

- A library of 452 current, BL/BC (K-3rd Grade) education project-developed items and 529 commercially produced materials relevant to BL/BC education also exists.
- Efforts are underway to acquire:
  - Additional materials from foreign countries,
  - BL/BC (Spanish/English) education curricula,
  - BL/BC (Spanish/English) education testing materials, and
  - BL/BC (Spanish/English) education teacher training materials.

  Progress towards culminating these efforts has been slow and in some cases non-existent.
- Title VII (K to 3rd Grade) projects need assistance in their effort to acquire materials for their instructional programs.
- Title VII (K to 3rd Grade) projects have used the services of support centers and have acquired materials from these centers; however, with much difficulty and without their needs having been fully met.
- Support Services Centers have published information (bibliographies, catalogues, magazines, etc.) to guide Title VII project staff members in selecting and acquiring materials.

2. Materials Development

- Efforts are underway to develop:

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- BL/BC curricula and related materials,
- Pupil placement and assessments tests, and
- Teacher training and orientation materials.

- With the exception of the development of some curricula kits and twelve (12) teacher training video tapes, these efforts have not as yet been productive.
- Development efforts appear to be duplicative in nature, i.e., all Title VII projects currently develop materials.

3. Materials Evaluation, Testing and Validation

The following findings are the result of on-site visits to the Special Projects by the BL/BC Study Team. Detailed reports have been written on each of the four projects and have been submitted to USOE earlier, as already noted.

- The study team, in interviews with staff at the Special Projects, found that feedback from field testing of BL/BC education materials has been slow and inconsistent. Since feedback is essential for making revisions in instructional materials, their finalization and publication are being hindered.
- In general, BL/BC education project teachers involved in field testing materials feel that while collections may be excellent, more materials need to be developed to meet the current educational needs. Additionally, a general complaint is that the content of available materials is too difficult for children who have had limited training in Spanish.
- Review of material evaluation sheets shows that materials present at dissemination projects and those being utilized in the field of BL/BC education are often not relevant to most children's background in the United States. The language is too difficult for those who are not fluent speakers and readers of Spanish. Consequently, teachers must spend much time explaining difficult vocabulary to make the materials usable.
- Twenty-five BL/BC education projects are involved in field evaluation of materials. These projects are located in ten states and Washington, D.C. Feedback is solicited regarding the type of use to which the materials are put, their relevancy, the difficulty

of the language, the children's reactions and opinions, and the teachers' reactions and opinions. Projects involved in the field-testing efforts are asked to furnish samples of lessons developed for the materials being field tested.

- No compilation of data on feedback from the field evaluation testing was available. However, about 250 responses were available to read and study. The responses, from teachers, were generally as follows:

    - Invariably teachers feel that books from Spain are of good quality and size of print and that they have good colorful illustrations while those from other Hispanic countries are rated inferior in this regard. By U.S. standards, binding and paper quality is judged unsatisfactory.

    - In terms of cultural relevancy, a large number of teachers of Mexican American children rated the Mexican children's books high. Books from from other countries were given very low rating on cultural relevancy while some teachers felt that relevancy was questionable.

    - Most teachers rated the language of the books too difficult for the children to read and understand at the given grade levels.

- Nevertheless, efforts are being made to validate acquired or developed materials. For example, two in-service orientation workshops for Field Trial Coordinators have been held to assure knowledge and understanding of validating program objectives.

- Reports are being received regularly from these coordinators and from other BL/BC education materials evaluators and/or validators. As of January 1973, twenty-six field trial centers had completed feedback on at least three curricula kits.

- The validating process for tests and other BL/BC education materials is slow and time consuming, usually ranging from nine months to three years.

4. Materials Dissemination

Though six issues of a 20-page bulletin titled Materiales en Marcha had been published and distributed since July, 1972, there was no formal system for notifying all projects, state educational agencies, local educational agencies, or other interested groups, of newly-acquired and/or developed materials. In some cases local BL/BC projects were not aware that the projects existed or of their functions since little or no public information efforts had been generated.

- In some cases the air freight shipping of materials had been replaced by surface shipping which, although less expensive, was also much slower. This was reflected in the time lapse between the local BL/BC project ordering of materials and the delivery of materials to the projects. It is estimated that a period of 90 days or more is necessary between the placement of the order for materials and the arrival of the shipment at its destination.

- Dissemination of materials appears to be affected by LEA procedural requirements for ordering materials since, in some cases materials cannot be purchased except from specified publishers and/or their representatives. Exceptions to the above, though possible, demand compliance with detailed and time consuming administrative requirements which often deter motivation or result in inordinate lapses of time which negate the need.

- Materials, tests and pupil placement instruments appear to be available. However, in many cases these materials have not as yet been validated. This discourages dissemination centers from making the materials available until validation has been completed--both a cumbersome and time consuming process. As a result, BL/BC education materials which could meet the needs of Title VII projects are not being disseminated.

5. Assessment of Materials and Students

- Some activities related to assessment and carried out in Special Projects, duplicate previously published research findings.

- Though the need for technically viable instruments exists, Title VII projects have not been provided with interim guidance on the use of existing instruments or other methods of carrying out pupil assessment.

- Some assessment efforts are not producing diagnostic or other types of instruments that focus on the problems or instructional areas of Title VII target populations.

- A comprehensive plan for carrying out assessment activities, which identify viable procedures, staff needs and competencies, and other areas necessary for successful project achievement has not been developed.

  The importance or relevance of some assessment activities currently under way have not been evaluated in terms of whether these activities impact on the educational achievement of pupils, or not.

6. Pupil Placement

- Special Projects with a pupil placement or assessment focus had conducted "mail surveys" to determine what tests were being utilized in terms of language dominance and language competence in Title VII education projects. The responses were catalogued as to type of test and cards were prepared indicating where each test was used. No summary statistics or counts showing the frequency of usage, either by number of projects or number of children were made, and no analysis had been done of the responses to the questions asked regarding user opinions of the tests. Test reviews had been completed on five tests, with a sixth in progress. The tests had been selected for review on the basis of approximate frequency of use, frequency of inquiries, and the intention of maintaining a balance between tests of achievement and tests of general capacity. Decisions concerning the audience for the reviews, their format, and the method of dissemination were under consideration. There was no estimate of the number of tests that would be reviewed, or a timetable for the task. There was also no plan for accomplishing the proposed "review of the state of the art", as a product separate from the individual tests reviews.

7. Teacher Training

- Various teacher training materials have been developed. These consist of video tapes and the following printed documents:
  - "Comprehensive Training Manual", dealing with a culturally democratic learning environment, the concepts of field independence and dependence applied to socialization and learning styles, and field independent/dependent teaching strategies.

- "Culturally Democratic Learning Environment: A Cognitive Styles Approach" (substantially the same as above).
- "A Bicultural Process for Development of a Mexican American Heritage Curriculum" (aimed at the high school level).
- "Annotated Bibliography for a Chicano Studies Curriculum" (aimed at the high school level, but suitable as background reading for teachers).
- "Mexican American Values".

- Because of the lack of teaching guides, teachers now have to develop methods for using available materials acquired from foreign countries. Teachers should be requested to study the Spanish language and to understand the philosophy of education of the countries from which the materials they are working with have been acquired. This would help them understand the materials better and perhaps find adaptations easier to make.

F. Conclusions

- Generally, bilingual education projects are aware of the services available through Special Projects. Currently, 76% of the projects are reportedly using Special Project services. Cooperation received from Special Projects is generally rated as good or excellent. Quality of services provided is also generally rated as good or excellent.

  In the opinion of project directors and curriculum specialists support services can be improved and should be expanded to include services not now provided. For example:

  > "Prepare a directory of service centers for publication and distribution to all bilingual education projects."
  >
  > "Provide a pool of consultants and make them available so that projects can call on them when needed. This activity should be further supported with workshops."

  Over twenty thousand items of materials are currently available through Special Projects. These materials have their genesis in foreign countries, U.S. publishers, and/or other bilingual education projects. They cover a wide spectrum of uses, difficulty levels and approaches to bilingual education. Still others are being acquired and/or developed without regard to evaluating what is needed, what is available that will meet the need and, what remains to be developed.

Efforts are being made to test and validate materials. However, efforts are not organized and are less than effective. For example:

- Teacher evaluation sheets show that foreign materials tend to be too difficult for American children. These materials appear to be useful only to fluent speakers of the language concerned. Feedback of this information to local bilingual education projects has been slow and inconsistent.

- Compilation of data from field evaluation efforts has been difficult and is minimal.

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Special Project information needs to be disseminated more regularly, using a planned system, to a greater audience, on a recurring and scheduled basis. Currently it is occuring haphazardly and as possible, without plan, and apparently without approved and comprehensive mailing lists.

Effective dissemination of information and materials has been accomplished only minimally. This may be impacted on by both Title VII project actions and by actions outside the scope of Title VII, i.e., LEA and SEA materials validating and procurement practices.

Dissemination efforts geared to impacting information about materials and their availability would be strengthened if educational activities involved in bilingual education received information through a formal and uniform information dissemination system. Since dissemination activities undertaken by Special Projects will become increasingly important as materials development projects come closer to meeting their objectives and since the number of BL/BC education projects will continue to increase, a standard and uniform system for this purpose should be developed and implemented.

o Teacher training materials developed at Special Projects range from packages appropriate to the instructional needs of BL/BC education projects to video tapes. In our opinion neither has contributed significantly to the teacher training effort. BL/BC education projects are still in need of effective training tools that prepare bilingual education teachers and aides for effective classroom instruction.

- There is an apparent contradiction between the high number of positive responses of the projects regarding the cooperation they have received from the Special Projects, their rating of the Special Projects' quality of services provided, and the high demand for a wide variety of services by the BL/BC education projects. This contradiction may be attributed to five key variables:

  (1) The projects may not be totally aware of the variety of services available to them through the Special Projects. This relates back to the discussion earlier on the dissemination of information (or the lack of dissemination) on the part of the Special Projects.

  (2) Twenty-six projects indicated that they had in the past, or were currently using the Special Projects. However, it appears from the data that the BL/BC education projects used only a limited number of services provided by the Special Projects. This narrow use may be indicative of a lack of information on the part of local BL/BC education projects about other services provided by the Special Projects.

  (3) Closely related to (2) above is the high rating given by the projects to the Special Projects in terms of the quality of services the latter provide. That rating may be only on a limited number of services provided by Special Projects.

  (4) The contradiction might also be explained by the study data showing that LEA and/or SEA approval of materials or services acquisition, and the attendant bureaucratic procedures that must be followed to obtain approval, may be an inhibiting variable. Also, the observation that some projects' curricula and/or materials must conform to LEA and/or SEA approved curricula may inhibit the use of the services provided by the Special Projects, thus creating and/or maintaining a high demand for services.

  (5) Finally, the apparent contradiction may also have as a contributing factor the manner in which the questions regarding "quality of services" and degree of "cooperation" were phrased by the Study Project in the field data collection questionnaires. Responses by the projects--either positive or negative--could have been influenced by the imprecise nature of the questions.

V. IMPACT OF POLICY ISSUES

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A. Introduction and Related Background

Inherent in current efforts underway to implement the bilingual-bicultural (BL/BC) education concept in the U.S., is the need for developing sound policies, funding procedures, and other related administrative and operational methodologies whose objectives are to:

- Assure the orderly implementation of the concept;
- Provide Federal assistance to States and LEAs in implementing the concept;
- Publish a well-articulated set of rules and guidelines which promote a modicum of standardization in concept implementation.

Currently, the Federal government through the U.S. Office of Education, has developed a body of "strategies" to cope with and/or impact on problems related to the initiation and operation of approved bilingual-bicultural education projects. Included in this body of strategies are:

- the implementation of a seed money theory for funding bilingual-bicultural education projects;
- the funding of bilingual-bicultural instructional materials dissemination projects;
- the funding of bilingual-bicultural curriculums development projects;
- the funding of bilingual-bicultural pupil placement and/or assessment models development projects; and
- the publication of guidelines for the initiation, management and operation of these projects.

In this study, some Title VII program policy issues were addressed as they relate to developing a functional network of bilingual-bicultural education projects throughout the United States. Since these policies--or strategies--are inherently part of the relatively new bilingual-bicultural education concept, some perspective was needed to illuminate how they were affecting local bilingual-bicultural projects as seen through the eyes of the BL/BC project directors, local educational agency (LEA) administrators, and other BL/BC education project staff personnel. Of particular interest would be the considerations and recommendations of project directors, LEA administrators and/or Advisory Boards. To this extent, a series of questions was developed with the goal of obtaining an insight as to local community, project staff and/or LEA staff opinions on the value, effect and desirability of the policies, strategies and/or regulatory nuances currently being articulated by the U.S. Office of Education. These questions deal in five functional areas, i.e., Program Start-up, Federal Funding Phase Out, Training and Orientation, Supportive Services, and Project Activities. The questions solicited expressions of interest, understanding, use and concurrance with the enunciated policies and sought opinions as to the impact of these policies on projects. In addition, recommendations were sought for modifying, adding to, or deleting from the sum total of all policies enunciated by the Office of Education.

B. Operations and Overview

1. Questions and Related Responses:

In general, the responses given to our Policy Issues questions were bread in content, substantive in depth, and quite varied. For example, the question, "How could OE improve its technical assistance to projects in the Start-up phase?" evoked general comments and responses from project directors, curriculum specialists and BL/BC teachers. These are shown in Data Table V-B1. These responses were condensed into the following generalized statements:

- By providing consultant services in Project Management.
- By initiating frequent and recurring field trips to projects.
- By disseminating more strand and similar type data on BL/BC education programs.
- By standardizing forms and procedures.
- By providing information on BL/BC education experts.

As can be deduced, some data obtained during the interviews were not easy to synthesize into specific categories. Narrative answers such as those illustrated above, had to be "judgmentally filtered" and the essence of the responses categorized with reference to intent

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DATA TABLE V-B1

QUESTION: How could OE improve its technical assistance to projects in the "start-up" phase?

Responses:

- By providing assistance in writing proposals.
- By providing assistance in interpreting guidelines
- By initiating frequent and recurring visits to projects.
- By communicating frequently and directly with projects.
- By providing management team assistance to local projects
- By identifying successful trends in BL/BC education.
- By standardizing [illegible] reporting for [illegible] procedures.
- By publishing a handbook of synthesized Title VII information.
- By providing suitable grade level and professional materials.
- By providing means for better communication between projects.
- By initiating Title VII Program problem solving workshops.
- By providing information about BL/BC materials available.
- By getting involved in explaining the objectives and goals of the program to parents, LEA staffs, etc.
- By initiating of OE communications on policies and guidelines and offering of [illegible] technical assistance in the areas of [illegible], [illegible], etc.
- By using stricter guidelines on evaluation and renewal of budgets and [illegible].
- By developing materials, which [illegible] in a second language, these materials supplied by State education agencies.
- By requiring Project Officers (most probably from LEAs) to visit the school prior to getting it in progress [illegible] teaching site.
- By establishing branches of OE in various States and increasing OE local availability.
- By providing better guidance to LEAs and providing better guidelines .... they are too nebulous.
- By assisting in coming up with needs assessment.
- By providing lists of BL/BC experts.
- By providing assistance in Project Management.
- By providing time to get project planned and started prior to implementation.
- By identifying materials.
- By providing more information on what is available in materials and what is going on in bilingual education.
- By providing assistance in supervision of programs, in budgeting, and by providing one week's orientation on BL/BC.
- OE has already improved by up-dating guidelines.
- By providing BL/BC consultants and workshops.
- By ensuring OE has consistently good Program Officers and being consistent with policy.

and thought rather than as to specific wording. It was then necessary to establish fairly concisely defined categories for data tabulation purposes.

2. General Overview

Generally, categorization and analysis of the responses given to the questions led to the following major conclusions:

- The ease with which new BL/BC education projects can be started would be enhanced if the U.S. Office of Education provided a wide range of consultant services as defined by the recommendations of BL/BC project directors, LEA administrators, curriculum specialists and other project staff members.

- A great need for BL/BC materials exists. This need is currently being addressed by the Materials Acquisition Project, San Diego, California, which is charged with acquiring and disseminating instructional materials; the Dissemination Center for Bilingual-Bicultural (Spanish - English) Education, Austin, Texas, which is responsible for printing and disseminating materials; the Spanish Curricula Development Center, Miami, Florida, which develops BL/BC curricula and the National Multilingual (Spanish/English) Assessment Center, Stockton, California, which is responsible for developing models for pupil placement and assessment techniques. Though these special projects have experienced operational delays in developing, acquiring, and testing materials, they are currently in a productive phase which promises to significantly ease the materials problem.

- A large majority of projects visited (30) subscribe to the "seed money" theory. (See Data Table V-C1.) Most have already initiated a gradual process of absorbing funding for local BL/BC education programs. However, individual LEA requirements and approaches coupled with financial limitations may preclude maintenance of the project models currently being implemented with Federal funding assistance. An example of a probable project model change is the possibility that many LEAs will have to eliminate BL/BC education in the kindergarten grades.

- There is a distinct lack of qualified BL/BC education teachers. The U.S. Office of Education can impact on this shortage by motivating educational institutions to provide degree and certification curricula in Bilingual-Bicultural Education.

- A need appears to exist for better communication between BL/BC education projects, special projects and the U.S. Office of Education Title VII Program Office. This need could be satisfied by:
  - More field visits by Title VII Program Office personnel;
  - The scheduling of frequent and recurring workshops and/or conferences;
  - Publication of a recurring BL/BC Education Information Letter and Materials Catalogue.

The data, considerations, findings and specific conclusions leading to the above are contained in the following paragraph.

C. Findings and Considerations

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1. Bilingual-Bicultural Education Project Funding

a. In granting assistance to areas desirous of implementing BL/BC education projects, the U.S. Office of Education has developed a strategy which centers on the gradual phaseout of Federal funding assistance. In effect, local school districts are given "seed money" for starting BL/BC projects with the intent that the "seed money" provided will pay for initial project development work as well as for initial staff training. After an initial period of federal funding, financial support is gradually phased out and the districts and/or States are expected to assume partial--and eventually total--responsibilities for the costs of operating the project. In the interest of making easier the implementation of future projects, it was thought desirable to identify areas of difficulty and to solicit suggestions as to how these difficulties could be minimized. In addition, some understanding of a local education agency's position on Federal funding phase-out and cost absorption was deemed useful in developing future BL/BC education funding and budget plans.

b. The following questions, posed to available LEA representatives, BL/BC project directors and the Chairman of Local Advisory Boards, attempted to illuminate local thinking with reference to BL/BC education funding policies.

   - "Does the local school district subscribe to the 'seed money' theory?"

- "How much time do you feel should be allowed for Federally supported developmental work in a BL/BC project?"

Data Table V-C1 records the responses given.

The responses indicated that thirty (30) LEAs concurred with the phase-out theory as enunciated by the U.S. Office of Education. There were, however, some reservations. For example:

- Some LEAs felt they would never be able to fund project models similar to the ones currently in operation. Most of these were skeptical about their ability to fund all grades.

- Others, though cognizant of the political and community pressures being exerted did not really thing that the community was prepared to fund BL/BC education projects to the extent that Federal funding--with supplemental local or State funding would allow.

All responses indicative of LEA disagreement with current Office of Education funding policies were coupled with suggestions that the Office of Education should continue to provide substantial support in materials acquisition and development, staff training and in those functional positions not normally funded by local school districts. Some suggested that the Federal government should continue to pay for instructional assistants, curriculum/community specialists, and BL/BC education project administration. In essence, the consensus among this group appeared to be that the Office of Education should continue to provide funding for those expenses not normally incurred by the LEA in providing education to its community. Examples cited were:

- Providing kindergarten classes

- Providing separate and distinct materials or services

- Paying for positions not normally required by the standard school curriculum.

c. In questioning 34 local education area representatives as to their plans for BL/BC education projects, considerable evidence was found that LEAs were already moving towards partial absorption of funding for BL/BC education projects. Twenty-seven LEAs

Data Table V-C1

Responses to Federal Funding Phaseout Questions

Does the local district subscribe to the "seed money" theory?		Projects entering third year funding must assume responsibility for first grades. Do you feel this is too soon for funding to be transferred to the LEA?		
Project Answering:		Project Answering:		
Yes	No	Yes	No	No Answer
30	4	13	17	4

were paying teachers' salaries, thirteen LEAs were paying instructional assistants' salaries, twenty LEAs were paying for materials, seventeen LEAs were paying for staff training and one LEA was paying for space (See Data Table V-C2).

Data Table V-C2

Question: Is there any evidence of absorption of BL/BC costs by LEA? If so, what are they paying for?

BL/BC Projects	Number of LEAs Absorbing Various Types of Costs				
	Teachers	Instructional Assistants	Materials	Staff Training	Project Space
1st year projects	2	-	2	1	-
2nd year projects	3	2	2	1	-
3rd year projects	11	5	9	9	1
4th year projects	11	6	7	6	-
Total	27	13	20	17	1

To the question, "What provisions are being made by the LEA to absorb the BL/BC program into the existing educational structure after federal funding phase-out occurs?", local educational area administrators answered as follows:

- Teachers and other BL/BC project staff are being integrated into the regular school system........................19
- BL/BC curriculums are being aligned with non-BL/BC curriculums to eliminate conflict and ease integration..... 4
- Programs are being expanded horizontally (more schools) and vertically (more grades) 4

• Expanded BL/BC staff training programs are being implemented	3
• Firm commitments and plans are being made by the total LEA staff	2
• More non-Federal, non-LEA funds are being solicited in support of BL/BC Education	1
• None	6

Again, the above is a synthesis of the many responses received from School District Administrators.

d. In general, local educational area administrators felt that a period longer than three years for a phase-out of Federal funding was desirable. Data collected on this subject is shown in Data Table V-C3:

Data Table V-C3

Question: How long should be allowed for federally supported development work in BL/BC Education Projects?

Answers:	One Year	2
	Two Years	0
	Three Years	5
	Four Years	2
	Five Years	13
	Over Five Years	7
	Flexible, depending on circumstances	5

Most LEA administrators (30), when asked to comment on the future of BL/BC education projects after Federal funding was phased out were emphatic in pointing out that the LEA intended to continue BL/BC education as part of the standard school curriculum. The possible problems they identified were more related to volume of BL/BC education activity rather than whether or not there would be BL/BC education activity at all.

e. Many differing responses were given to the question, "What suggestions can you provide to aid the absorption process that BL/BC projects face?" Responses, solicited from project directors, LEA administrators and advisory boards are shown on Data Table V-C4. They ran the gamut from:

> "School districts should be required to pay for the total BL/BC project staff"
>
> "The U.S. Office of Education should continue to provide materials and supplies support."

The three most frequent suggestions listed in order of frequency were:

- Assure good public relations for the program
- Sell community on BL/BC education
- Make LEA personnel more aware of the Title VII BL/BC education program and its goals.

In sum, the suggestions highlight a possible need to enhance community and LEA members understanding of and appreciation for BL/BC education and its goals.

2. Support Service Centers

Deficiencies in instructional, cultural, testing and curriculum materials, in support of BL/BC education, were defined early in the Title VII Bilingual Education program. In an attempt to minimize or eliminate these deficiencies as soon as possible, the U.S. Office of Education funded several special projects whose primary role served the development and/or acquisition and the dissemination of BL/BC education materials.

DATA TABLE V-C4

Question: What suggestions can you provide to aid the absorption process that BL/BC projects face?

Frequency	Response
11	Assure good public relations for the program.
9	Sell community on BL/BC education.
8	Make LEA personnel more aware of Title VII BL/BC education program.
2	Obtain LEA commitment prior to funding.
1	Provide training and/or technical assistance on promoting the goals and objectives of BL/BC
1	Review and assess LEA priorities
1	Promote "gradual process" absorption concept.
1	School districts should be required to pay for the total BL/BC project staff.
1	Allow interchange BL/BC non-BL/BC teachers.
1	Motivate the Office of Education to fund for all costs since projects are experimental in nature.
2	Promote bicultural School boards.
1	Provide more time for absorption.
2	Integrate BL/BC projects into the school system.
1	The Office of Education should continue to provide materials and supplies support.
42	Total

a. In the interest of determining the extent of BL/BC education projects' knowledge of and requests for support service center services, several questions were posed to project directors and curriculum specialists. For example:

> "Are project personnel aware of the existence of support service centers? Are they informed of the services provided by these centers?"

Twenty-seven projects (79%) knew of and were aware of the services provided by all centers. Five projects had knowledge of some centers and/or their services, but not of all centers. (See Data Table V-C5.)

Data Table V-C5

Extent of Awareness of Special Projects on the part of BL/BC Education Projects

Extent of Awareness	Number of Projects
Knew of services provided by all special projects.	27
Had partial knowledge of services.	5
Had no knowledge of service.	2
TOTAL	34

b. Focusing on Project Start-Up, the following questions were asked:

- "What materials are most essential for start-up of BL/BC projects?"
- "How difficult is it to acquire materials necessary for start-up?"
- "Did this project use a support service center for start-up?"

Reading readiness materials, social sciences materials, and teacher training materials were identified as those most essential for BL/BC education project start-up. Nine projects reported no difficulty in obtaining materials; seven reported some difficulty; and sixteen projects reported considerable--or much--difficulty. (See Data Table V-C6.)

Data Table V-C6

Number of Projects Reporting Difficulty in Obtaining Materials

1st Year Projects		2nd Year Projects	
No difficulty	0	No difficulty	1
Some difficulty	4	Some difficulty	2
Much difficulty	1	Much difficulty	2
Total responding	5	Total responding	5
3rd Year Projects		**4th Year Projects**	
No difficulty	4	No difficulty	4
Some difficulty	1	Some difficulty	0
Much difficulty	6	Much difficulty	7
Total responding	11	Total responding	11

Summary of Projects

No difficulty	9	Much difficulty	16
Some difficulty	7	No response	2

c. In attempting to obtain information regarding the use of the special projects and illuminate how BL/BC education projects rated their cooperation and service quality, the following questions were asked of project directors and other staff personnel:

- "Does this project currently utilize a Support Service Center?"
- "How would you rate the cooperation received? Excellent, good, fair or poor?"
- "Relying on your experience, how would you rate the quality of services being produced by the Support Service Centers?"

An analysis of the answers resulted in the data shown in Data Tables V-C7, V-C8 and V-C9.

Data Table V-C7

BL/BC Project Years of Operation	Q.: Did this BL/BC project utilize a support center at any time during start-up phase?		Q.: Does this project currently utilize a support service center?	
	Yes	No	Yes	No
1st Year	3	2	0	5
2nd Year	2	2	3	2
3rd Year	6	6	11	1
4th Year	3	10	12	0
TOTAL	14	20	26	8

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Responses to these questions indicate that 26 of the 34 projects in the study (76%) are currently using the services of either one or both of the Service Centers (23 projects responded affirmatively for MAP - San Diego, while 18 affirmative responses were tabulated for the Dissemination Center in Austin).

Of the twenty-three projects responding on rating the cooperation of the Materials Acquisition Project in San Diego, which had used it either currently and/or in the past, 20 projects, or 87%, rated the cooperation of San Diego as "excellent" or "good". Three projects rated the cooperation received from the San Diego Center as "fair." Seventeen of 21 projects (81%) rated the cooperation received from the Dissemination Center in Austin as "excellent" or "good", while two projects rated that center as "fair", and two rated the center as "medium".

DATA TABLE V-C8

Support Service Centers	Q. How would you rate the cooperation received from Support Service Centers ?				
	Excellent	Good	Fair/Medium	Poor	No Response
San Diego	12	8	3	0	11
Austin	5	12	4	0	13

DATA TABLE V-C9

Support Service Centers	Q. Relying on your experience, how would you reate the quality of services being provided by the Support Service Centers ?				
	Excellent	Good	Mediocre	Poor	No Response
San Diego	7	10	3	0	14
Austin	4	7	6	0	17

d. In attempting to define "how" support services could be improved, project directors and curriculum specialists were asked, "How could support service centers improve their services to you in the following areas:

- Pupil Placement?
- Curriculum Development?
- Materials Development?
- BL/BC Training?
- Materials Dissemination?
- Materials Acquisition?
- Evaluation? "

A wide variety of responses were recorded in the following categories:

(1) In Pupil Placement: Improvement in pupil placement will require the development and validation of an instrument or method to assess language dominance and competence of pupils. We note that the Title VII Program Office has assigned this task to the Stockton, California Support Service Center. To date, no tests for this purpose have been disseminated to BL/BC education projects.

(2) In Curriculum Development: Projects felt that technical assistance was needed to train teachers and other staff members in material and curriculum design based on the needs of the local children. It was also felt that a series of conferences or meetings with special projects should be scheduled enabling centers to coordinate their efforts and allow interchanges of ideas.

(3) In Materials Development: BL/BC teachers should be trained in material development. Materials must be developed and updated according to needs.

(4) In BL/BC Training: A pool of consultants should be identified and made available so that projects could call upon them when

needed, Workshops tailored to local needs were recommended.

(5) In Material Dissemination: Strong recommendations were made for the dissemination of catalogues and samples of materials. A directory of special projects, together with descriptions of "what they specialized in" was recommended for publication and distribution to all projects. The Austin Dissemination Center for BL/BC Education is addressing this need.

(6) In Materials Acquisition: A catalogue of all materials should be prepared and made available to all projects. Samples of materials should be provided to all projects. It should be assured that materials are relevant to the needs of the projects.

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(7) In Evaluation: Project directors and LEA representatives stated that tests should be developed to fit the local needs of projects. Also, tests should be available early in the school year. Strong recommendations were made that tests and corresponding evaluation designs be developed using exemplary projects as a model. Recent U.S. Office of Education policy statements regarding project evaluations limit the independent evaluation concept to the instructional component and to the determination of pupil progress in BL/BC Education.

Other functions which the projects felt could be performed by special projects are shown in Data Table V-C10. Teacher training and development of testing materials were most often mentioned.

3. Staff Personnel:

In addition to the qualifications required of all administrative and instructional personnel in a school system, BL/BC education project staff members must possess competencies unique to BL/BC instruction. These include functional competency in:

- The two languages of the project

- Language teaching methods

DATA TABLE V-C10

Do you feel there are other functions which should be performed by a Support Service Center with a National focus?

Recommendation	Frequency*
1. None or no response	10 Projects
2. Develop and implement teacher and BL/BC staff training	8 Projects
3. Develop and validate pupil testing materials	4 Projects
4. Develop a BL/BC education public relations program or newspaper.	3 Projects
5. Provide samples of BL/BC education materials available	2 Projects

*Some projects gave multiple recommendations.

- Use of the languages as a medium for instruction
- Knowledge of the heritage and culture of the ethnic groups represented by the pupils.

Since most Title VII projects may have been funded prior to or coincident with the development of curricula for training BL/BC teachers at educational institutions, it was considered desirable to obtain expressions of the availability of BL/BC teachers and of actions being taken locally to minimize the impact of the non-availability of fully functional BL/BC project staff personnel.

a. The following question was asked of LEA representatives:

"Is there now a sufficient supply of adequately trained BL/BC teachers in this district? If not, how long do you feel it will take to train an adequate supply?"

Responses are shown in Data Table V-C11

Data Table V-C11

Question: Is there now a sufficient supply of adequately trained BL/BC teachers? If not, how long do you feel it will take to train an adequate supply?

Projects in Operation	Sufficient Supply		If not, how long will it take to train a supply?							
	No	Yes	Less than 1 year	1 Yr	2 Yrs	3 Yrs	4 Yrs	5 Yrs	Over 5 Yrs	No Response
1 Year	4	1	-	1	1	1	1	1	-	-
2 Years	5	1	-	2	-	1	1	-	-	2
3 Years	9	2	1	-	1	4	1	-	1	3
4 Years	9	3	2	-	-	-	1	2	1	6
TOTAL	27	7	3	3	2	6	4	3	2	11

This same data, tabulated by Project Ethnicity, resulted in the following:

Projects	No	Yes	Less than 1 year	1 Yr	2 Yrs	3 Yrs	4 Yrs	5 Yrs	Over 5 Yrs	No Response
Mexican American	19	4	3	3	1	4	2	2	2	6
Puerto Rican	6	1	-	-	14	2	2	41	-	1
Other Spanish	2	2	-	-	-	-	-	-	-	4
TOTAL	27	7	3	3	2	6	4	3	2	11

Generally, it can be concluded that a shortage of BL/BC teachers currently exists and that unless changes in preparing and certifying BL/BC qualified teachers are promulgated, this shortage will prevail for a considerable number of years.

b. In trying to define actions being taken which are geared to alleviating the BL/BC education personnel shortages currently being encountered, a series of questions was asked. For example:

- "Are non-Title VII teachers in the local school district receiving in-service training in BL/BC education? If so, how much in-service training is being conducted and how is it being funded?"
- "Who conducts in-service training?"
- "What areas of training do you believe are essential for prospective BL/BC teachers?"
- "In what subject areas is in-service training being conducted for non-Title VII teachers and Title VII teachers?"

Responses to these and other questions relating to BL/BC education staff recruitment and development, are recorded and analyzed in paragraph D, Section II of this report. The responses and their subsequent analysis indicated that many non-Title VII teachers in LEAs (teachers not assigned instructional duties in a Title VII BL/BC education project were receiving BL/BC education training. Prevalent areas of instruction were:

- Language
- Teaching techniques
- Materials development
- Reading
- Mathematics
- Spanish/English writing
- Instructional content areas - in Spanish
- Social studies
- English as a second language

In three projects local funds were being used to defray the cost of instruction. In six projects, a combination of local, state and Federal funds was being used for this purpose.

4. Dissemination of Project Information

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One of the objectives of the study was to determine whether project directors viewed their programs as being service-oriented or as operating as a change agent for enhancing the ability of Spanish-speaking students to function in an English-speaking environment, enhancing community understanding of the peculiar needs of Spanish-speaking minority children, and promoting better knowledge and understanding of the ethnic and cultural heritage of these students. Analysis of the data collected showed that 30 of 34 project directors (88%) viewed their programs as operating as change agents. This compares with only 22 of the 34 project directors (65%) reporting that they were informed by the U.S. Office of Education that the projects were meant to be operating as a change agent.

A great variety of responses was given to the question of what project activities could be thought of as being change-agent activities. Many were indicative of dynamic action to change the attitudes and concepts of the community regarding their minority members. The projects appear to be attempting to involve as much of the community as possible. Parents are coming into classrooms to observe and also to assist the teachers and aides. This is particularly true on special occasions such as holidays and field trip days. Different cultures are being introduced to both the students and the communities in which they live. Also, in many areas, both English and Spanish are being taught as a second language.

A series of questions was asked of project directors to determine whether they felt their projects could be replicated and whether information regarding the project had been communicated to other school districts. The results showed that 30 of the 34 projects (88%) felt that at least some of their activities could be replicated. Ten projects actually have been replicated elsewhere. Seven projects have indicated that the State Education Agency has attempted to replicate some project components in other places. Thirty-one projects reported that they have had visits by personnel from other schools that were interested in starting a bilingual education program. Only three projects reported that they have never given out any information on their projects to schools inquiring about bilingual education. Finally, fourteen projects report that new bilingual education projects have been set up as a result of the information that had been obtained from projects in the study.

5. Improved Technical Assistance

A prime thrust of the Policy Issues section of the field questionnaire was the solicitation of suggestions and recommendations, or the seeking of ideas, which, in the opinion of project directors or LEA administrators, would enhance the U.S. Office of Education's capability to assist prospective BL/BC education projects to successfully implement a program in their community. Questions such as:

- What kinds of technical assistances are the most essential for project start-up?
- How could OE improve its technical assistance to projects in the start-up phase?
- Do you feel that there are other functions which should be performed by a Support Service Center with a national focus?

were developed specifically to encourage the expression of ideas and/or the making of recommendations.

The question "What kinds of technical assistance are essential for project start-up?" resulted in the responses recorded in Data Table V-C12.

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Data Table V-C12

Question: What kinds of technical assistance are the most essential for project start-up?

Functional Area	No. of Responses
Management, Administration and Contracting Assistance	15 Projects
Teacher Language Training Assistance	10 Projects
Curriculum Development Assistance	8 Projects
Assistance in Identifying Sources of and Materials Available	7 Projects

In addition, all projects queried made additional comments which lead to the conclusion that some technique should be implemented which provides a pool of qualified specialists whose purpose is to respond to requests for technical assistance in a wide spectrum of specialties. This need was further supported by the responses made to the question, "How could the U.S. Office of Education improve technical assistance to projects in the start-up phase?" (See Data Table V-C13.)

Data Table V-C13

Question: How could the U.S. Office of Education improve technical assistance to projects in the start-up phase?

Responses	No. of Responses
- By interpreting guidelines more clearly	14
- By frequent visits to projects	12
- By more frequent LEA, state educational agency and U.S. Office of Education meetings	4
- By assisting projects, through scheduled and recurring meetings, in sharing knowledge about materials available	10

In addition, remarks included with the responses indicated that some (7) BL/BC projects felt strongly that there should be "closer support and monitoring from OE".

D. Conclusions

U.S. Office of Education bilingual-bicultural education policy decisions and their related background, as it would affect the areas of project funding, special project operations, training and orientation of staff personnel, dissemination of project information and the providing of improved technical assistance, was assessed in light of the findings and considerations previously discussed. As a result, the following conclusions appear warranted:

1. Project Funding:

a. Most local educational agency officials subscribe to the technique of phasing out Federal funding for support of bilingual-bicultural education (the "seed money" theory). However, most also felt that more than three years should be allowed before funding responsibility was totally transferred to the States and/or local school districts. Also, LEA officials indicated that they would not be able to continue activities which are not a normal part of their programs, e.g., kindergarten.

b. The consensus of opinion among district officials is that the U.S. Office of Education should continue to provide funding for expenses not normally incurred by LEAs in providing education to their communities.

c. LEAs are moving strongly towards partial absorption of funding for BL/BC education projects, especially in the areas of:

- Teacher salaries,
- Project staff training, and
- Materials and logistic support.

d. Most LEA administrators indicated that districts will continue to support bilingual-bicultural education as part of the standard school curriculum after federal funding was phased out.

2. Special Project Operations

a. Not all the sampled BL/BC education projects were aware of all the services that can be provided by the special projects.

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b. It was found that:

- Twenty-six (26) out of thirty-four (34) projects currently use support center services.
- Fourteen (14) of thirty-four (34) projects used the services of a support center during the start-up phase.
- Eighty-seven (87) percent of the projects responding rated the cooperation by the special projects at San Diego as excellent and good; seventeen (81 percent rated) the cooperation by the special project at Austin as excellent or good.
- Seventy-four percent of the projects responding rated the quality of services provided by the special project at San Diego as excellent or good; sixty-five percent of the projects rated the special project at Austin as excellent or good.

c. Project directors and curriculum specialists suggested the following ways in which special projects could improve their services.

- By development and validation of tests for pupil placement,
- By training teachers in material and curriculum design,
- By dissemination of catalogues and samples of available materials,
- By training teachers in materials development.
- By publication of a directory of special projects describing their services and specialization,
- By identifying and establishing a pool of consultants, and
- By development of evaluation designs and tests.

3. Training and Orientation of Staff Personnel

a. A shortage of adequately trained BL/BC education teachers currently exists.

b. Unless timely and well-planned action is taken, this shortage will persist for a considerable number of years.

4. Dissemination of Project Information

a. In their attempt to disseminate BL/BC education project information, projects appear to be involving as much of the community as possible.

b. Projects were generally committed to disseminating information concerning their activities. They are attempting to motivate agencies and/or communities to implement projects closely similar to their own.

5. Providing Improved Technical Assistance

a. For project start-up, the following kinds of assistance are most essential:

- Administration, contracting and management assistance,
- Teacher language training assistance,
- Curriculum development assistance, and
- Assistance in identifying sources of available instructional materials.

b. A general feeling exists that there should be a pool of well qualified specialists to respond to requests for technical assistance in a wide range of specialties.

c. Projects felt that the U.S. Office of Education could improve assistance by more frequent visits to projects, interpreting guidelines more clearly, and better dissemination of available materials.